Small Schools Project

Final Report
1987

Advisory Panel
Small Schools Project

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A great number of people contributed to the Small Schools Project and although it is impossible to list all by name, I wish to name those who were especially helpful.

In particular, appreciation is expressed for the assistance and guidance of the Advisory Panel who contributed to making my work much less burdensome. (the members of the Advisory Panel are listed on the previous page). Drs. Lloyd Brown, Wilfred Martin and William Spain summarized background information which formed the basis for a number of recommendations contained in the Report. This was an important task. Their expertise was invaluable.

A sincere thank you is expressed to all the students, teachers, principals and Board Office personnel and others who contributed by responding to questionnaires, or by submitting briefs, and to those who gave freely of their time to attend meetings to discuss issues related to the project. I also wish to thank Jill Andrews and Kerry Pope for their assistance in the analysis of the data contained in the Background Report and in this Report.

And finally, I express my gratitude to the Hon. Loyola Hearn, Minister of Education, for giving me the opportunity to become involved in the Small Schools Project.

Frank Riggs

December 31, 1986

Hon. Loyola Hearn
Minister of Education
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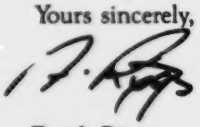
Dear Sir:

On behalf of the Advisory Panel I have the honour of submitting the Final Report of the Small Schools Project. In addition, we have submitted three background reports which have formed the basis for the positions which we have taken on some issues and for some of the recommendations contained in the Final Report.

We trust that you find the recommendations to be reasonable and pertinent to the mandate as outlined in the terms of reference.

Yours sincerely,



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Chapter 1
AN OVERVIEW

Introduction

During the past 25 years a sharply declining birthrate and a population shift towards urban centers have resulted in a smaller school population and fewer schools in Newfoundland and Labrador. The resettlement of people from many small communities and the improvement in the means of transportation of students have reduced the number of small schools but Newfoundland still has nearly 30 percent of all its schools (nearly 8 percent of school enrolment) with fewer than 100 pupils. Most of the small schools are located in small communities in almost every region of the Province except the east Avalon and Port au Port Peninsula. The heaviest concentration of small schools is in coastal Labrador. With a continued decline in school enrolment, projections are that in the next decade there will be even fewer schools but an increase in the number of small schools.

Small schools are not new to Newfoundland. In 1960 there were approximately 1300 schools in this Province, many of which were one-room schools, and there were hundreds of multi-graded classrooms. Nor are initiations new to address the educational challenges of small schools. In 1938 The Correspondence Division of the Department of Education was established "to combat the problem of giving children in isolated settlements, where it was not possible to have a school, an education by correspondence tutors."[1] These courses were not used as support programs for small schools, but rather to provide instruction to students, who because of isolation, could not attend any school. Itinerant teachers who taught in schools which were situated in close proximity to the railway track were also used at that time. However, as more schools were built, and as employment opportunities improved during the war years, and as resettlement took place, the need for correspondence courses and itinerant teachers diminished.

[1] The Evening Telegram, St. John's, Newfoundland, August 25, 1954.

Throughout the fifties there was a resurgence of interest in correspondence courses and in 1956 there was a Department of Education proposal "to introduce a program of correspondence courses to sole change and two-room schools which could not avail of the services of Regional and Central High Schools."[2] This was an ambitious effort. It offered courses in Grades 9, 10 and 11 involving 50 schools in its first year of operation. In June 1958 Daniel W. Bragg was appointed Director of Correspondence. His responsibility was to co-ordinate all activities associated, with the correspondence courses. However, around the end of 1963, partly due to the introduction of bursaries for high school students, the effort that began in the thirties and was revived in the fifties, had ended. In 1979 regulations were passed, and are presently in effect, which provided additional teacher allocations to small schools, but there has been relatively little attention given to the programs concerns in small schools since 1963.

There are presently two overriding issues which force us to focus on small schools. One is related to programs. A broader program in primary and elementary grades has been approved by the Department of Education and also the expectations of teachers, students and parents have been heightened by the introduction of the Reorganized High School Program. The second issue is the declining enrolment in the schools. Unless there is mass resettlement or extensive school consolidation, schools in the future will have fewer students than at present. This is the present reality, and it is this reality which this study addresses.

Terms of Reference

The focus of the terms of reference of the Small Schools Project is on school programs. However, very early in the Project it became obvious that other aspects of schools and schooling impinge on programs. For example, in order to consider the program which the school is expected to deliver and the ability of the school to deliver that program, it was necessary to study such aspects as school size, number of grades in a school, and remoteness of a school.

[2] Davidge, B. "Distance Education or Instruction Support to Remote Schools," Unpublished paper, 1986.

The specific terms of reference of the Small Schools Project are as follows:

A. *Objective*
To investigate problems peculiar to small schools with an aim toward developing proposals to enhance educational opportunities for students in these schools.

B. *Critical Components*
Emanating from this overall objective, specific attention should be given to, at least, the following critical components:

1. Identification of unique problems associated with small schools.
2. Teaching Strategies.
3. Program Modifications.
4. Support Services and Personnel.

Scope of the Study

The Small Schools Project consists of an Advisory Panel and a Director. From the outset it was decided not to define a 'small school' but rather to investigate characteristics of schools and attempt to derive a definition from these characteristics. It was felt that it was better to focus on school characteristics rather than solely on school size. In this way the focus would be on challenges and problems associated with the smaller schools instead of on school enrolment per se.

Characteristics of schools were investigated in a number of ways. One, the Project Director held meetings with School Superintendents, Board Office Personnel, and School Board Members (Appendix A). During these meetings an effort was made to gain some insight into the particular character of the school district and the challenges presented by the smaller schools. Discussions included a range of topics such as school programs, finances, teacher qualifications, and school consolidation. The proceedings of these meetings were taped and later transcribed as part of the record of the work of the Small Schools Project.

In addition, it was considered important to obtain information on the qualifications of teachers who teach in the smaller schools,

as well as information on the working environment of teachers, teachers' opinions of problems which they encounter, and suggestions for minimizing these problems. This information was obtained by requesting that all teachers and principals of the 160 smallest schools in the province and 100 principals and 100 teachers from a random sample of the remaining schools, complete a questionnaire entitled the "Small School Survey" (Appendix B). The information obtained from this survey is referred to in various places throughout this Report and is reported in detail in Background Report, No. 1, "Small School Survey."

Also, the attitudes of students who attend the smallest schools were investigated through a student attitude questionnaire (Appendix C). This questionnaire was mailed to a random sample of 26 small schools, stratified on the basis of type of school (high, elementary/high, all-grade) and, using a similar sampling procedure, to 24 large schools. All students in grades 7 through Level III were asked to complete the student attitude questionnaire. The results of the students survey are reported in detail in Background Report No. 2, "A Comparative Analysis of Student Views on Schooling: A Question of School Size."

To help put the issue of small schools in Newfoundland in a national context, a review of selected literature was summarized and it dealt with the definition of small schools, the nature of education provided for in small schools, the financing of small schools and suggestions for operating small schools. This part of our work is contained in Chapter 2 of this Report.

The Small Schools Project also solicited input through written submissions from School Boards and other agencies with a direct involvement or strong interest in education (Appendix D). This invitation resulted in 26 briefs being submitted (Appendix E) which dealt with issues such as school programs, teacher education, necessary support personnel, finances and school consolidation and cooperation among religious denominations. The concerns raised in the submissions are cited in various places throughout this Report and are summarized in Background Report No. 3, "Summary of Submissions."

The study also attempted to gain some insight into pupil achievement and school retention as they related to the smaller schools in the province. However, in this matter we were not as successful as we had hoped to be. Given the nature of collecting this kind of data and the time constraints, we have not been able to be as conclusive

in our findings as we anticipated. However, in another section of this Report additional reference is made to this part of our work.

Limitations

Although the school population of Newfoundland and Labrador is small compared to some provinces in Canada, the range of characteristics and the problems of schools in this province are varied and complex. One limitation, therefore, of the present study, was our inability to look in detail at all aspects of small schools in the province and to investigate particular small schools in the time which was available to us. Another limitation was the unavailability of the data which would have added to our assessment of student achievement and school retention. Data from the Canadian Tests of Basic Skills, High School Standards Testing and available data on school retention are not adequate to provide definitive answers to detailed questions on particular groups of students or particular small schools.

A final limitation is that we were unable to offer, for a number of reasons, a sufficient variety of recommendations to reflect the characteristics and perhaps the necessary sensitivity to various problems which have been brought to our attention. The policy which has been recommended throughout this Report attempts to acknowledge a range of problems but, for some, the attention to particular problems may seem to be inadequate.

Overview of the Report

Chapter 2 of the Report is a summary of selected literature on small schools in Canada. School Programs and recommendations on programs are dealt with in Chapter 3. A Small Schools Support Program and School Consolidation are discussed in Chapter 4. Chapter 5 includes a profile and discussion of Teachers who teach in the small schools of the province and a number of recommendations on Teacher Education. A summary of the report is contained in Chapter 6.

Chapter 2

SMALL SCHOOLS: A REVIEW OF SELECTED LITERATURE

The purpose of this chapter is to review the literature on small schools. Specifically, it is to summarize what the literature says about the definition of small schools, the nature of education provided for in small schools, the financing of small schools, and suggestions for operating small schools.

What are Small Schools?

There is no single definition of small schools accepted by all researchers. Instead, there are a variety of definitions, each determined largely by the size of schools in the jurisdiction for which the definition is developed. Sher (1985, p. 23), in a discussion of small schools in the OECD nations, implicitly makes the same point. He says that in these nations there is "considerable variation...as to the meaning of smallness," that in France (which in 1979 had 11,000 one-teacher schools), and in Portugal (where in 1918, 80% of the students were served by schools with no more than 2 classrooms), "a three-teacher primary school would not be considered small. Conversely, a rural primary school in the U.S. that has 'only' one teacher per grade level would be considered relatively small."

In Canada, too, there are different concepts of smallness and different ways of determining the definition of a small school. Manitoba has two definitions—one for elementary and one for high school. Marshall (1985a, p. 28) says that when an elementary school has "less than the one-teacher-to-one-grade situation," it is defined as small and qualifies for special assistance. At the high school level he says, that 50 students per grade is considered small and is "the cut-off point for providing extra resources." In Saskatchewan small schools, for grant purposes, are defined as any schools which have fewer than 20 pupils per grade (Ryan et al., 1981, p. 6). Alberta (Schreiber and Hathaway, 1985) defines the small school as one with fewer than 15 pupils per grade. Ontario (1985), in determining which schools

are to be given additional grants, combines the number of pupils per grade and the distances from other schools under the jurisdiction of the board. For example, an elementary school that has fewer than 20 pupils per grade and "is located more than eight kilometres from all other elementary schools under the jurisdiction of the board" is eligible for a special grant. A high school is eligible for the grant if it has fewer than 120 students per grade and is located more than 32 kilometers from all other secondary schools under the jurisdiction of the board.

Education in Small Schools

Instruction

A major criticism of small schools is that the variety and number of their course offerings are limited. A study of small high schools in Saskatchewan (Ryan, et al., 1981, pp. 12-13) showed that schools with fewer than 150 students offered fewer than one-third of the credits offered by those with 900 or more students. Harrison and Downey (1965) complain that small schools "offer little more than an academic program" (p. 22), which is suitable for only a small fraction of the graduates. Beckner and O'Neal (1980), in discussing the same point, are more specific. They state that:

> Curriculum offerings in smaller schools are more limited, both in scope and in depth. This is particularly true in the vocational area and in the provision of special programs for the gifted, handicapped, and remedial students. Small high schools also face problems in changing course offerings to meet the changing needs of students and the society (p. 4).

Furthermore, as Marshall (1985b) points out, "the physical facility of the small...school does not permit the availability of some optional programs" (p. 13). He points out, for instance, that small schools frequently lack gyms, libraries, and music rooms.

Other instructional disadvantages in small schools may be summarized as follows:

1. They have few instructional materials and aids.
2. They have insufficient staff to do ability groupings.

3. Ethnically homogeneous communities in which small schools are usually situated limit students' exposure to other cultures.
4. They provide little exposure to aesthetic experiences.
5. They offer an inadequate guidance and counselling service program.
6. Multi-graded classrooms are common in small schools. (Ryan, et al., 1981, pp. 12-14, Marshall, 1985(a), p. 27, and Marshall, 1985(b), p. 12).

This brief review would suggest that small schools have no advantages. Many writers and researchers disagree. Without denying the truth of most, if not all, of the points that have been made, they qualify some of them and add others that call attention to the advantages of small schools. For example, Marshall, (1985b, p. 12) while he argues that breadth of programs suffers in small schools, points out that we must distinguish between program breadth and program quality, and that we cannot equate one with the other. He further points out that "concerns for program breadth are quite different between levels." For instance, he says that "the dropping of options or vocational programs is not the same concern at the elementary level as it is at the secondary level." He also argues that our concern over multi-graded classrooms is perhaps without foundation, pointing out that "the...research has been...somewhat conclusive in at least suggesting that multi-grading does not affect achievement adversely."

Adams, Kindle and Martin (1970) conclude that in small schools teachers generally engage in less lecturing than do those in large schools. Marshall (1985a, p. 25) agrees. He sees large schools as recently trying to embrace "traditional, small, rural...school educational practices with individualized instruction, cross-age...grouping and peer tutoring." The following is a summary from the literature of the instructional advantages of small schools:

1. In small schools more time is spent learning and working (Walker, 1985).
2. The instructional environment in small schools is superior because there are more opportunities to adapt the learning program to the needs of the individual (Walker, 1985, Marshall, 1985a).
3. Teachers from small schools are more aware of the needs and interests of students because there is a greater amount of stu-

dent/teacher contact (Walker, 1985; Marshall, 1985b, Beckner, 1980).

4. In small schools students participate in a broader range of activities. For example, in small schools students assume more leadership positions than they do in larger schools (Walker, 1985; Ryan, et al., 1981).
5. In small schools there are better and closer relations with the community (Beckner, 1980; Marshall, 1985b).
6. There is a better opportunity for a learner-centered atmosphere and program (Marshall, 1985b).

Student Achievement

The results of studies that measure academic achievement of students from small and large schools provide no conclusive evidence of the superiority of either. Harrison and Downey (1965) report that an analysis of the Alberta "grade twelve examination results reveals that the percentage of students passing departmental examinations increases with the size of the school." However, they conclude that the "differences could be attributable to factors other than size" (p. 21). Beckner and O'Neal (1980) list some of these factors as father's occupation, family attitudes and socio-economic status, and conclude that there is little difference in achievement if allowance is made for these factors (p. 4). Schreiber and Hathaway (1985) report that "two of three studies of student achievement in Alberta...found no significant difference in student achievement as a function of school size. One study found that student achievement was higher in small schools" (p. 1). Marshall (1985b) cites Milburn, who in his study found no significant differences between the academic achievement of students from multi-graded classrooms and those from single grade classrooms (p. 12). Ryan, et al. (1981) cites Weaver, who concluded from his review of the literature that "there is not sufficient evidence to show that consolidation of small schools improved achievement results, attitudes, or college performance independent of family background" (p. 10). Sher's (1985) summary seems to describe adequately the inconclusive nature of the results of studies on academic achievement. He says that "no statistically (sound) conclusions can be drawn" and that "it is virtually impossible to sort out the various influences contributing to measurable academic performance" (p. 25).

Staffing

One of the most serious problems that has faced small schools has been acquiring and retaining qualified teachers (Beckner and O'Neal, 1980; Harrison and Downey, 1965; Ryan, et al., 1981). However, as these researchers all point out, in the past few years this problem has been greatly alleviated because more teachers have become available and urban areas have become less attractive.

There are, however, still problems for teachers teaching in small schools. Ryan, et al. (1981) point out that "professional contacts, in the form of assistance and in-service in specialized subject areas, may be limited where the staff is small" (p. 16). Marshall (1985b) makes a similar point. He says that teachers in small schools "are required to be far more the generalist than their training or background often prepares them to be" (p. 13). He concludes:

> There is a resulting vision of the small school teacher running faster to stay in the same place as their expertise is spread over a larger area. This spreading of teacher expertise becomes even more critical in many rural areas where subject specialty consulting assistance is not available (p. 13).

Related to this point is the fact that teachers in small schools will, in teaching more courses, have to spend much more time in preparation. Ryan, et al (1981) cite Ford's study which showed that "teachers in small schools averaged between five and six preparations in different subject areas each day." Ford concludes:

> It is unrealistic to suppose that a teacher could be adequately prepared in this number of subjects and, in addition, keep up with curriculum development (p. 17).

Finances

Those who write about financing small schools generally agree that they have higher per-pupil costs than do large schools. For example, Ratsoy and Bumbarger (1976) found that in Alberta the cost of small high schools (fewer than 200 students) was 27 percent to 50 percent higher than the cost of large high schools. However, these figures can be misleading because the calculations are based on pupil/teacher ratios only. Ryan, et al. (1981) cite the studies of White and Sweeten to show that when transportation is included in the determination of overall educational costs in rural areas, the savings "from consoli-

dation tend to decrease markedly or vanish altogether" (p. 15). Marshall (1985b) discusses in detail the savings accrued from closing a small elementary school of 42 pupils, and concludes that the total savings of $87,432 are mainly due to "the net reduction of two teaching units in the division" (p. 15) (Table 2.1).

Table 2.1
Cost Comparison of 'X' School as Is and with 'X' Closed and Students sent to 'Y' School.

Cost Item	'X' as Is	With 'X' Students at 'Y'	Cost Difference
1) Staffing			
principal's allowance	$ 2,839	—	$ 2,839
29 teacher salaries	102,202	33,960*	68,242
3 para/l. clerk	5,540	—	5,540
3 secretary	6,650	—	6,650
substitutes	1,250	—	1,250
3% fringe benefits	3,554	1,019	2,535
	$112,035	$34,979	$87,056
2) Utilities/Services			
telephone, postage, hydro	$ 6,339	$22	$ 6,337
3) Instructional Supplies	$ 4,381	$ 4,381	(0)
4) Repairs/Maintenance	$ 9,839		$ 9,839
5) Transportation	$ 14,630	$1y6,130	($1,300)
6) Small Schools Grant	($4,300)		($4,300)
Total of (1) to (5)	$142,944	$33,312	$87,432

* Based upon actual school board data presented to community as fiscal rationale for school closure.

Sher (1985), in his examination of the cost of rural schools in the OECD countries, found the per-pupil costs of rural schools to be much higher than those of larger metropolitan schools. Nevertheless, he argues, the claim that small rural schools are too costly is fatuous. He writes:

> We must constantly ask ourselves, "compared to what?" For instance, compared to the cost of gathering enough children to have an urban-sized school in a remote rural area (via boarding arrangements or daily transportation) today's rural school is a bargain (p. 23).

His conclusion is realistic and humane:

> For genuinely remote and isolated areas...the high costs of maintaining even a very small school are irrelevant. Just as physically and mutually handicapped children cost more to educate than "normal" children, so too a reasonable education in isolated ("geographically handicapped") areas will remain relatively more expensive (p. 24).

Suggestions for Operating Small Schools

This section deals with some ways in which small schools may be operated in order to offset some of their weaknesses, and to provide the best education possible. The ways of operating small schools will be discussed under these headings: Staffing, Curriculum and Instruction, and Funding.

Staffing

The literature contains many suggestions for solving staffing problems in small schools. The following ideas, while not an exhaustive list, illustrate something of the variety of measures suggested.

Rideout, Murray, Sylvester, Harris and Shanahan (cited in Ryan, et al., 1981) suggest:

> In an effort to provide the greatest flexibility and planning in curriculum the small school should attempt to hire well-qualified generalists who can teach in several areas rather than single-field specialists. This would permit a principal to use teachers in several areas and offer new courses in response to the needs expressed by students and/or community (p. 21).

Sackney (1982) further suggests the development of guidelines for hiring teachers for small schools. He specifies that those responsible for hiring should maintain "a staff inventory file," which would help

them know what types of teachers are required when vacancies occur (p. 7).

Ryan, et al. (1981) argue that teachers working in small schools need different teacher training, and "that universities should set up special courses designed for those who teach in small schools" (p. 21). Further to this point, they quote one of the recommendations of The British Columbia Small High Schools Committee, "that the provincial universities be encouraged to place interns and student teachers in small secondary schools (p. 22).

Sackney (1982) suggests that "teacher training contain units of work orienting students to the special differences and skills required for small school teaching" (p. 9). He also recommends that universities make available "mini-courses that would prepare teachers in subjects for which they lack training" (p. 9).

To enable small schools to improve the quality of instruction and increase the range of its offerings, some (for example The Manitoba Teachers' Society, 1975; The Saskatchewan Department of Education, 1971) have recommended the use of itinerant teachers. Such teachers, usually specialists in an area, would be assigned to two or more schools, thus allowing them to share their expertise, and strengthening the program of the small schools whose enrolment would not have warranted the hiring of full-time teachers in the area.

Sackney (1982), Scharf (1974) and Downey, (1965) (cited in Ryan, et al. 1981) recommend the multi-campus concept. According to those who propose this approach,

> The student body, staff, physical plant and grounds of several schools are considered an entity. The "cluster approach" allows for a more rational and economic allocation of resources than might be possible when schools are viewed as separate entities. The authors suggest that the teaching staff may be assigned on the basis of an inventory of student needs on each campus, and staff and students may move from campus to campus for special needs (Ryan, et al., 1981, p. 23)

The five small Ontario school boards west of Thunder Bay have established Program Council West. They hired a co-ordinator whose task was

> to become familiar with the program needs of small secondary schools, to co-ordinate regional efforts to create foundation cur-

riculum materials.... Guidance, technological studies and computer studies were chosen as a focus for work in the first year (The Northwestern Ontario Regional Office, 1985, p. 13).

The program has worked quite successfully, "providing...professional development for teachers across jurisdictions who normally would not work together" (p. 13).

To help teachers in small schools cope with multi-graded classrooms, some departments of education have granted extra teaching units. For example, the Newfoundland Schools Act (1979) specifies the following regulations governing additional salary units for small schools:

6. Each School Board shall be entitled to **one** additional salary unit for:
   (a) each school with 4 or more grades in which the enrolment does not exceed 25.
   (b) each school with 6 or more grades in which the enrolment does not exceed 50.
   (c) each school with 2 or more grades in which the enrolment does not exceed 75.
   (d) each school wth 89 or more grades in which the enrolment does not exceed 100,
   (e) each school with 9 or more grades in which the enrolment does not exceed 150, and
   (f) each central high school in which the enrolment divided by 25, rounded to the nearest whole number, is fewer than the number of grades in the school.

7. (1) Each School Board with a mean school enrolment of less than 200 shall be allocated 2 additional salary units and each Board with a mean school enrolment of less than 150 shall be allocated 4 additional units.

Under Section 6 of this regulation, 161 additional teachers have been hired, and 46 have been added under Section 7(1).

Curriculum and Instruction

As we have discussed earlier in this review, one of the major criticisms of small schools has been the limited variety of curricular offerings. One way of increasing the number of course offerings is through correspondence courses. Alberta (Schreiber and Hathaway, 1985)

operates a correspondence school which offers courses to approximately 33,000 pupils from grade 1 to grade 12. Of these, about 15,000 attend school and take correspondence courses to augment the courses available in their schools (p. 14). Sackney (1982) points out that correspondence schools in Western Canada "rely on more than just print materials. Many now include a hands-on component as well as audio-visual materials. Courses in the science–technical field have been used with a great deal of success and with a minimum of teacher intervention" (p. 8).

Ontario has developed the Independent Learning Centre which in 1985 offered over 160 secondary courses in English and French. The report from the Northwestern Ontario Regional Office of the Ministry of Education (1985) reports that the small secondary schools "find these services especially useful." It states:

> For example, if a small school... is unable to offer a senior division credit in Latin or Physics because of too few students wishing to take the course, or because of the lack of a qualified teacher for the subject, then the student may take the course through the ILC.... In 1984-85 15,000... students enrolled in ILC courses (p. 8).

The centre has also prepared courses in English, Mathematics, Science, History and Geography for grades 7 and 8 students.

Other program alternatives recommended (Ryan, et al., 1981; and Sackney, 1982) include ETV, film, computer-assisted instruction, and teleconferencing. The Northwestern Ontario Regional Office (1985) has undertaken the following initiatives involving computers:

1. The secondment of an experienced computers-in-education teacher to work with the teachers in small schools.
2. The operation of a library of computer software and a free dubbing service for small schools.
3. The development of a number of courses for secondary schools using the computer-assisted instruction method (pp. 7-11).

Other suggestions for improving course offerings are the following from "The Small High School in Saskatchewan" (1971, pp. 10-11):

1. Offering summer school courses in low enrolment subjects. A number of schools could co-operate to make the venture economically sound.

2. Semestering some subjects. This would make it possible to offer a program that might otherwise be omitted. For example, a teacher could teach a subject in school A for one semester and teach the same subject in school B during the second semester.
3 Providing portable labs, industrial arts units, etc. These may be moved from one school to another as needed.
4. Providing moveable modules. "For instance, a moveable plastics area could be built in school X and a moveable electronics area could be set up in school Y. Just the modules would be exchanged at the semester end."
5. Making use of community resources—people in the community with special talents.

Funding

Because of declining enrolments and because education has been mainly financed on the basis of student numbers rather than the cost of program offerings, some small schools have had difficulty in providing quality education for their students. To allow small schools to enhance educational opportunities, departments of education across the country have developed compensatory support programs for small schools. The following are brief descriptions of some of them.

Prince Edward Island

Prince Edward Island has established two categories of smallness for each instructional level as follows:

	Category 1	*Category 2*
Elementary Schools (1-6)	0-9.9 pupils per grade	10-20 pupils per grade
Junior High Schools	0-14.9 pupils per grade	15-30 pupils per grade
High Schools	0-24.9 pupils per grade	25-50 pupils per grade

The following formulae are used to establish the level of funding for each school unit:

Category 1 Schools
B + AN = Grant

Category 2 Schools
(B + AN) × (2 - R/C) = Grant

Where: B = Basic grant ($14,000)
A = Amount per pupil in addition to 13 ($140.00)
N = Number of pupils in the school.
R = Ratio of number of pupils per grade.
C = Cut-off point separating the two categories of small schools.

Under this system, for example, an elementary school with a student ratio of 10 would receive the maximum assistance. This assistance would decline gradually until a student grade ratio of 20 was reached, at which time no additional support would be available.

Ontario

Ontario has assigned extra funding to small schools in two ways. In addition to the basic grant, it gives to the school boards an average of 75 percent of the basic per pupil grant, and it also assigns certain weighing factors. For example, a small high school of 100 students which is under the jurisdiction of a small board (one with less than 5000 students), and which qualifies as a Northern school would receive the following per student grants:

Basic Grant	$3,275.00
Additional Grant	$2,456.25
Plus:	
Small Board Weighing Factor	$ 160.48
Small Weighing Factor	1,473,75
Small Northern School Weighing Factor	1,473.75
Total of Extra Grants	$ 5,564,23

These weighing factors decrease gradually as the school population approaches 600 students, where they are discontinued.[1]

[1] See "Small Schools Support Programs—Ontario," for more details.

Manitoba

Manitoba has developed the following formulae for determining the size of grants to its small schools:

Elementary schools — $4,000 + $25.00 per pupil for all those whose enrolment is above 25.

High schools — $8,000 + $25.00 per pupil for all those whose enrolment is above 25.

The spending of the grants are subject to three conditions. The grants are to:

1. Assist in improving the quality of education in the school.
2. Provide human and or material resources that would not normally be available to the school without the grant.
3. Be used in the school for which the grant was intended ("Small Schools Program," 1984-85).

Saskatchewan

Saskatchewan has established the following grant formula:

Grants = Recognized Expenditure minus Recognized Revenue.

For purposes of this formula the "recognized expenditure" represents the cost of a school division in providing an acceptable educational program, which includes administration, instruction, administration facilities, specialized educational services, and transportation. The "Recognized Revenue" is defined as the "basic amount to be raised by local taxation." The size of the grant, then, depends on two factors: "need—as defined by recognized expenditure" and "ability to pay—as defined by assessment." The grant increases as the disparity between need and ability to pay increases ("Funding of Education in Saskatchewan").[2]

It grants extra assistance of $22 per pupil for small schools, which is "approximately five percent of the additional costs of operating small schools" (Schreiber and Hathaway, 1985, p. 16).

[2] This method of establishing grants may be contrasted, in its comprehensiveness, to Alberta's.

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Chapter 3
SCHOOL PROGRAMS

The question of programs and program delivery for small schools has been a troublesome one. At one point we considered recommending a substantive change in present programs because in the primary and elementary small schools it was not clear how sufficient time could be found to deal with all subjects listed in the Program of Studies of the Department of Education. In the small high schools the problem is no less serious. The requirements of the reorganized high school programs are demanding and these demands cannot presently be met without great difficulty.

However, for various reasons we have abandoned the notion of recommending a radical change in the present curriculum. One reason is that we view the present list of subjects as outlined in the Department of Educations Program of Study for Primary and Elementary grades as adequately reflecting the aims of education for the province. Also, the reorganized high school program is new and has been favourably received by teachers, parents and pupils, and hence it was considered imprudent to recommend substantive changes at this time in this area of the curriculum. The position which we have taken on this matter and the recommendations which we have made on programs are discussed in the next two sections of this chapter.

Primary and Elementary Programs

We are recommending, in the case of primary and elementary curriculum, that the aims of Education form the starting point of discussion on curriculum, that the curriculum reflect those aims, and that this curriculum be available to all students in all primary and elementary grades in the Province. In some schools, perhaps in the larger ones, the aims of education may be reflected in a list of discrete curriculum subjects such as mathematics, reading, science, social studies, etc. In other schools the aims may be reflected in topics such as intellectual development, moral/religious development, social development and physical development. In those schools topics may be approached through themes or general areas of study.

However, all schools should teach basically the same curriculum. We have taken the position that primary and elementary curriculum is not a local matter; it is a Provincial responsibility.

In this regard we recommend

Recommendation 3.1

That all primary and elementary schools independent of size and location, should have the ability, and be required, to offer instruction which would fulfill curriculum objectives in the following: Language Arts, Educational Drama, Religious Education, Mathematics, Health and Family Life, Physical Education, Social Sciences, French, Art, Science, and Music.

Concerns have been expressed by teachers and school principals that there is little time to do all that is required in school programs and there is evidence that some areas of the approved curriculum in primary and elementary grades receive only superficial attention. Areas such as Art, Music and French are taught, in many instances, only infrequently. Science and Educational Drama are prone to neglect in the face of timetable pressure and, to some extent, due to the lack of confidence of the teacher. In view of these considerations we recommend:

Recommendation 3.2

That the Faculty of Education be requested to offer Summer Institutes in Music, French and Art during the summer of 1987 and that these Institutes reflect teaching in multi-graded classrooms.

In the 160 smallest schools in the Province nearly 70 percent of the teachers teach more than one grade in the same classroom and nearly 95 percent of the teachers in these schools teach five or more courses. Nearly 20 percent teach more than fourteen courses. There are, then, teachers who have very heavy workloads. (However, it is not true that large numbers of teachers are teaching four or five grades in a single room. Less than 10 percent teach more than three grades in the same classroom).

Multi-graded classrooms are in many (more than 30 percent) schools in the Province. Opinions were expressed in briefs that this is so undesirable that efforts must be made to ensure that no classroom exists where more than one grade is taught simultaneously. Others

appear to accept the reality of multi-graded classrooms but expressed concern over the requirements to deliver programs in these classrooms.

One submission stated that:

> While we recognize that it is impossible to eliminate multi-graded situations, we believe that there should be criteria set down to establish maximum class size for multi-graded classrooms. In addition, modifications of the current curriculum or the development of specific programs for multi-graded classes must be examined in a collaborative effort by both the Department of Education and the school boards. Thus, in establishing programs of study, it might be well to consider a curriculum for small schools that is adaptable to a variety of individual school settings throughout the province.

This concern, of a curriculum designed especially for primary and elementary grades in small schools, was frequently referred to in briefs and at meetings. The attractions of such a curriculum appeared to be in the flexibility provided by a common set of objectives articulated for primary and elementary grades and also that such an arrangement would alleviate the frequently referred to problem of obtaining an adequate number of textbooks where 'cross-grading' or, teaching the same curriculum simultaneously to more than one grade, is being practised.

Another suggestion made by many who submitted briefs was that the curriculum of the small primary and elementary school should be redesigned so that the core curriculum can be covered in an integrated and thematic fashion allowing the basic concepts to be covered in a multi-grade approach.

One school board in the province has done extensive work in this area by seconding two teachers for six months to develop a program on the thematic approach to be used in one and two room schools. The program which was developed

> was so well received that practically all our schools embraced it... Although it covered all topics suggested in the Program of Studies for the primary grades... it does not conform with the prevalent attitude of the Department of Education whose consultants are most reluctant to depart from the separate subject component.

Despite the attitudes attributed to the consultants of the Department of Education in the above statement, many schools are involved to some extent with a thematic approach to teaching in the primary grades. In the elementary grades this approach is being practised to a lesser extent. In those grades it seems as if 'cross-grading' is more attractive. However, it is still the practice in a large number of schools for teachers to attempt to follow a strict textbook approach using a different text for each grade in an effort to simultaneously teach two or more grades.

Because of both the large number of subjects recommended as a core primary and elementary curriculum and the large number of multi-graded classrooms we recommend:

Recommendation 3.3

That sufficient personnel be employed early in 1987 to identify the overall curriculum objectives of the present approved primary and elementary program and to develop from these objectives a primary and an elementary program using, where appropriate, common texts across grades and/or a thematic approach necessary to attain the curriculum objectives.

Recommendation 3.3 is considered to be a key recommendation in an attempt to make the approved primary and elementary curriculum much more manageable for teachers without a loss of concepts and skills to students. It is envisaged that the details of the curriculum as presented in a small school, might not resemble that of a larger school, but that it would, across the subject areas, be quite similar in its objectives and overall goals.

Secondary School Programs

The Task Force Report[1] commented on the Secondary School Programs as follows:

> ...substantial variation exists in (secondary) programs in different schools. Programs in home economics, music, industrial arts,

[1] Crocker, R.K. & F.T. Riggs, *Improving the Quality of Education.* Task Force Report, 1979.

> guidance, art and some sciences were minimal. Law and consumer education are offered in two of the schools visited.
>
> One conclusion to be drawn from the high school visits is that most high schools still offer only a limited program...there is little doubt that increased school size does have the effect of increasing the variety of program options available. (p. 102)

Some of the observations contained in the Task Force Report do not describe the present situation. Courses such as law, consumer education, industrial arts and home economics are now offered in many more schools than in 1979. The comment from the Task Force[2] that "a few high schools make the necessary genuflection toward the shrine of local content" is no longer an accurate reflection of the emphasis on local content in the school curriculum.

However, some observations made in 1979 are valid in 1986. Today many high schools offer only a minimum program and there is still, when one considers the smallest and largest schools, extensive variety in program offerings. Greater concern was expressed about school programs, and in particular about the difficulties in offering the reorganized High School Program, than any other topic addressed in the briefs or in meetings with School Board personnel. One submission expressed concern over the level of expectations of students and parents created by the Department of Education when the reorganized high school program was introduced. The argument put forth in that brief was that

> The greatest burden is the requirements that were incumbent with the Senior High Program. The Department of Education raised both student and parent expectations when they approved that program. Yet that program seems to have accentuated the differences between small and large schools and rural and urban areas. The Department of Education has a moral obligation to provide high school students in rural areas and in small schools with a varied program from which they can choose subjects suited to their interests and academic ability.

District Superintendents and school principals frequently pointed out numerous inequities in the offering of senior high school

[2] Crocker, R.K., P. 105

courses across schools of various sizes. While they recognized that some differences must exist, they expressed an unwillingness to accept the present situation in small schools.

Through a variety of methods, schools offering Level III courses make it possible for students to meet school-leaving requirements. Nevertheless, in many cases it is a very restricted program, offering virtually no options and in some cases no opportunity to study courses which are prerequisites to entry into post secondary programs. We believe that, regardless of school size and location, students need a greater variety of options in course selection than at present in order to study areas of interest at the Senior High School and, for those who are interested in pursuing post secondary goals, an opportunity to enrol in the prerequisite courses. In this regard we recommend:

Recommendation 3.4

That by direct classroom teaching or by distance education, all senior high schools should have the ability to offer all courses which are prerequisite to entry into post-secondary institutions and the ability to accommodate particular course requirements of small numbers of students.

The lack of emphasis on science courses in high schools, especially in small high schools, continues to be a problem. In a recently completed study, Simms[3] investigated the science achievement of grade twelve students in terms of the size of school which they attended, and the relationship between science course offerings and school size. The results indicated that there was no significant difference between the science achievement of grade twelve students and the size of school. However, a significant difference was found between science achievement and the number of science courses taken by students. In addition, Simms reports the following findings:

1. There is a lack of balance among the science courses being offered in the small schools. For example, more schools are offering biology than any of the other sciences.

[3] Simms, R.L. "School Size as a factor in the Science Education of Grade XII Students" (in Newfoundland and Labrador). Unpublished Masters Thesis, Memorial University of Newfoundland, 1986.

2. Students in small schools take fewer science courses than students in medium and large schools.
3. There is an imbalance in the number of pure science courses being taken by students in small schools. Most students take courses in biology while fewer take courses in chemistry, physics and earth science/geology.
4. There was no significant difference found in the science qualifications of teachers in schools of difference sizes except in the area of physics.
5. Science teachers in small schools felt less prepared to teach science than teachers in medium and large size schools.
6. The percentage of teacher time devoted to science increased with school size.
7. Teacher responses indicated that small schools are less equipped in facilities, science equipment and science reading materials than medium and large size schools.

The findings reported by Simms are consistent with our findings from surveys and discussions. However, the difficulty in increasing the science offerings is exacerbated by the nature of science courses, which generally rely heavily on equipment and supplies. Nevertheless, efforts must be made to enable more students to study these courses, and in this regard we recommend:

Recommendation 3.5

That measures be taken to ensure that a course in high school chemistry level 2 and a course in high school physics level 2 are available to small high schools by September 1987. Consideration should be given to delivery by computers, audio-video tapes or by other means of distance education.

It is envisaged that courses in addition to those identified in Recommendation 3.5 will be developed and that eventually a variety of courses will be available on video-tape or through other media.

Distance Education

A number of provinces, especially British Columbia, Alberta, Saskatchewan and Manitoba have done extensive work in senior high school correspondence courses. The Faculty of Medicine at

Memorial University has pioneered work in the medical field in Canada with its Tele-Medicine Project. This project makes extensive use of computers and other technology in the diagnosis and treatment of medical problems in remote and isolated communities of the province. The School of Continuing Studies and Extension has also been in the forefront in the use of technology in the offering of off-campus university courses. A number of School Boards have also shown interest in technology in education, and during recent years many schools in the province have purchased computers and video recorders. However, neither this equipment nor any other technology has been used in the delivery of complete courses to the schools. We feel that this mode of delivery must be pursued. There is clearly a limit to the number of teachers who can be beneficially placed in any school. Classes in small high schools are already very small. The delivery of courses by correspondence, computers, videotapes or a combination of these appears to be a most desirable way of ensuring that a greater variety of subjects are available to those who attend the small high schools. We recommend:

Recommendation 3.6

That greater use of technology be made in program delivery in small schools; especially in small high schools.

Our position on this issue is that it is necessary for the Department of Education to begin extensive development in distance education and that a structure should be established to assist in this development and to administer the activities associated with it after the development has taken place.

We recommend:

Recommendation 3.7

That a Distance Education School be established and a principal and teachers be employed to assume responsibility for the development and administration of distance education courses.

However, it is possible in many parts of the province to provide assistance in the offering of special subject courses by means other than distance education. Mobile units are presently being successfully used in some parts of Canada to assist in course offerings and we see this means as being appropriate for some areas of this province. We recommend:

Recommendation 3.8

That mobile laboratory units in Industrial Arts and Home Economics be made available to small high schools which are accessible by road.

Consideration should be given to the idea of having one or two units available for Fall or Winter of the 1987-88 school year. The utilization of these units should be carefully assessed, and if these units are successful, additional units should subsequently be made available to other areas of the province. Qualified teachers should also be available to teach the courses associated with these units and these teachers might be itinerant teachers who would move from school to school with the mobile unit.

Many of the recommendations in this Report which deal with distance education, funding, teacher allocations for small schools and regional services will require careful and extensive co-ordination. In addition, it will be advantageous for School Superintendents and School Principals to be able to seek assistance from a single source in the Department of Education in the administration and utilization of the services which are being recommended.

We recommend:

Recommendation 3.9

That the Department of Education appoint a Co-ordinator of Small Schools who will report to the Deputy Minister of Education.

Regional Services

Proposals aimed at the improvement in the variety of programs and at the effectiveness of existing programs are an important component of this Report. The previous recommendations in this chapter suggested a concentrated effort on a thematic approach to the primary and elementary curriculum and on in-service in selected and specialized areas. In addition, recommendations have been made on the use of technology and distance education. In this section of the report, program support through Regional Services will be discussed.

Nearly all of the District School Boards in the province have geographical areas which overlap with those of other Boards, which

results in Boards serving large geographical areas with a relatively small number of pupils. Apart from St. John's, there is no School District with more than 10,000 students. Many School Boards have small numbers of students and because they do not require full-time people in areas such as Library, Guidance, Music, Art and French, they have not made any appointments in those areas. In some cases Program Co-ordinators have been assigned additional responsibilities in an effort to give at least some attention to all areas of the curriculum.

To assist with this problem we recommend:

Recommendation 3.10

That a Regional Office be established (school year 1987-88) as a Pilot Project to provide services to Small Schools in a selected area of the Province. This office should be staffed to provide the services which are deemed most necessary to the area to support the school programs recommended in this Report.

Many of the services provided by the Regional Office will be delivered by itinerant teachers who will be specialist teachers in subject areas. It is envisaged that itinerant teachers will, in some cases, reside in a particular area of the region and will teach a particular subject in the small schools in that area where the services are required. Whether the class periods will be regular class periods or longer will be determined by the distance between the schools in which the itinerant teacher will work.

We also recommend that a Resource Centre be part of the Regional Office referred to in Recommendation 3.10. This aspect of the regional services is discussed in more detail under the next section in this chapter on School Facilities. Further, we recommend that Guidance Counsellors be included in the Regional Office. This is discussed in more detail in Chapter 4.

We propose that the area referred to in Recommendation 3.10 be the area bounded by the southern boundary of the Straits of Belle Isle Integrated School Board and the northern boundary of the Vinland Integrated School Board. At present five School Boards have schools in this geographic area, and in some cases the schools are quite remote from the School Board District Offices. It is reasonable to assume that a Regional Office will provide services which boards are unable to provide either because of their size or because of the distance from the schools which they are expected to serve.

It is envisaged that the Regional Office will be governed by a Regional Board made up of representatives from the local School Boards serving the area and will include the District School Superintendents or delegates as ex-officio members. The chief executive officer of the Regional Office should be a Regional Services Officer who will report to the Regional Board and will be responsible for the management of the office and the work assignment of the staff. The services for which the Regional Office will assume responsibility will initially be determined jointly by the local School Boards serving the area and subsequently will be periodically assessed by the Regional Board. The cost of operating, maintenance and staffing of the Regional Office will be borne by the Department of Education.

This Regional Office concept is proposed in consideration of both the geographical boundaries of School Boards and the inability of School Boards to provide adequate student services in selected subject areas. It also assumes a willingness of Boards to co-operate and to determine the educational needs of the area in addition to the educational needs for a particular Board. It is recommended that careful monitoring and evaluation of this office should be conducted for a two year period and after that time the Department of Education should develop a policy on the establishment of Regional Offices in the province.

School Facilities

As part of the work of the Small Schools Project a survey was conducted of the facilities of the 160 smallest schools in the province and 50 of the larger schools. The results of this survey are summarized in Table 3.1.

Further analysis of the data available but not shown in Table 3.1 shows that a greater percentage of small primary schools than small high schools have no library facilities. More than 40 percent of all small primary schools have no library, whereas approximately 20 percent of small high schools are in this category. Gymnasia are much more likely to be found in high schools than in primary and elementary schools and generally, they are found in a greater percentage of larger schools than smaller schools. Less than 30 percent of small high schools but 65 percent of large high schools have an industrial arts room.

Table 3.1
School Size by Facilities
(Percentages)

	Small School (N=159)	Large School (N=51)
Library	66.9	90.9
Gymnasium	41.4	87.0
Playground (some equipment)	29.4	47.1
Industrial Arts Room	8.1	29.4
Home Economics Room	13.1	29.4
Science Lab	31.5	59.5

There is a similar situation with Home Economics facilities. Nearly 90 percent of small primary and elementary schools and almost 15 percent of the small high schools have no science laboratory. Science laboratories are found in all but 6 percent of the larger high schools.

The next section of this chapter contains recommendations based on these observations on school facilities.

Resource Centres

There is a greater percentage of small schools without libraries than larger schools without libraries, and libraries are less likely to be found in small primary schools than in small high schools. In addition, the number of volumes in existing school libraries correlates highly with school size, as might be expected, but the variety of material is also strongly related to school size. That is, children who attend smaller schools are subjected to more restricted programs and are also more restricted than other children in the variety of reading materials. This is clearly unacceptable. At present there is a per pupil grant, independent of school size, which severely restricts the purchasing power of small schools. In view of our findings on school libraries we recommend:

Recommendation 3.11

That small schools receive an initial block resource materials grant in addition to present funding during 1987-88. This grant should be based on the number of grades taught in the school.

It is acknowledged that it is impractical to consider making provisions for full-time or even part-time resource personnel in all the schools in the province. However, ways must be found to improve facilities and resources which presently exist. In 1984-85, there were five teachers in the province who worked in school libraries 75-100 percent of their time; a decrease from 8 teachers in 1975-76. In an unpublished report by the Provincial School Libraries Consultants it was noted that in 1984-85, only 20 percent of the 258 schools with an enrolment of 150 students or less had teachers assigned to any library time. Presently in Newfoundland only five School Boards have the services of a full-time Learning Resources Co-ordinator. This is especially serious in the context of a deliberate shift in recent years from textbook to resource based teaching and in consideration of the demands of the reorganized high school curriculum. In this context, we recommend:

Recommendation 3.12

That a resource centre be part of the Regional Office referred to in Recommendation 3.10.

Recommendation 3.13

That two salary units be provided for qualified resource personnel to staff the Resource Centre referred to in Recommendation 3.12.

If additional Regional Offices are established in the future, we propose that resource centres be part of these offices and resource personnel should be allocated to these centres on the basis of the number of pupils who are resident in the area served by the Regional Office.

Gymnasia, Industrial Arts Room, and Science Laboratories

It was noted in Table 3.1 that gymnasia are found in less than one-half of the small schools. Data available but not shown in this table indicate that gymnasia are found in less than 30 percent of small

primary and elementary schools, compared with 75 percent in the larger primary and elementary schools.

Industrial Arts rooms are found in less than 30 percent of the small high schools, compared with nearly 65 percent of the larger high schools. A similar situation exists for Home Economics facilities. Science laboratories are found in 85 percent of small high schools and in 95 percent of larger high schools. There are science laboratories in only 6 percent of small primary and elementary schools. We recommend:

Recommendation 3.14

That all small schools constructed in the future contain, in addition to necessary office, washroom and classroom space; a space suitable for use as a gymnasium/multi-purpose room and a resource centre. In addition, all small all-grade or small high schools should have space which can be used as a laboratory.

Recommendation 3.15

That subject to appraisal, existing small schools should be renovated to incorporate the facilities referred to above.

Summary

In this chapter an attempt has been made to focus on programs, program adaptation and program support. In this regard we have recommended a compulsory program for primary and elementary grades and a minimum number of course offerings for Senior High Schools. The Junior High Program is currently under revision and for that reason we have not discussed it in this Report. However, it is hoped that implications for small schools and multi-grade classrooms will be considered by those responsible for revision of that program.

The identification of curriculum objectives across the subject areas in the primary and elementary grades is, in our opinion, an important task. It is in this way, by identifying curriculum objectives and by developing a thematic approach to this curriculum, that teacher effectiveness will be enhanced. Generally, schools which have been involved with this approach, although on a smaller scale than is being proposed here, have expressed satisfaction. In some specialized areas we have recommended itinerant teachers. An emphasis on dis-

tance education for high schools has been recommended as a means of providing a broader range of courses to the smaller high schools. This appears to be a reasonable compromise in the absence of an adequate number of teachers to teach the necessary course offerings in all schools.

It is recommended that resources necessary for curriculum support be made available to small schools by means of a block grant which would be in addition to the present per-pupil library grant. We see this as necessary in order to support a resource based curriculum and components of the reorganized high school curriculum. Surveys conducted as part of the Small Schools Project indicate that small schools have either no library or a library that has much less variety in resources than libraries in the larger schools.

Because it is impractical and financially prohibitive to consider resource centres for all schools, we have recommended that a Resource Centre be part of the Regional Office. This office is being recommended as a Pilot Project to provide additional program support through itinerant teachers, a resource centre and guidance counsellors.

Small schools often lack facilities such as gymnasia, multi-purpose rooms and, to some extent, science laboratories. We believe that this lack of facilities should be addressed, despite the financial implications, in the future construction of small schools.

In summary, the focus has been on programs suitable for small schools and aspects of supporting these programs. Chapter 4 deals in more detail with other aspects of funding and allocation of personnel.

Chapter 4

PROGRAM SUPPORT AND SCHOOL CONSOLIDATION

From the start, the group involved in the Small Schools Project resisted attempting to define a "small school." This decision was made for a number of reasons. First, it was considered to be of little merit to have a definition of a small school unless the definition reflected characteristics of those schools which were deemed necessary to be studied; that is, the definition should have created a category of schools which not only had common characteristics, but a category which did not exclude those schools which had problems common to other schools in the province. In the beginning we had insufficient information to enable us to articulate such a definition. Second, any definition is an attempt to generalize. We were not convinced, despite the relatively small school population in Newfoundland, that a single definition would be adequate to address the diversity of challenges and problems associated with the smaller schools in Newfoundland and Labrador. Finally, we believed that the emphasis on school size per se was unwarranted since the complexities of a school are a function of more than the number of pupils. It soon became obvious that factors such as school programs, number of grades, and extent of isolation and remoteness should also be considered.

However, as the work of the Small Schools Project progressed, a possible way of addressing these complexities evolved. It has now been decided, and this is the position taken in this Report, to approach the question of a definition of small schools in two parts. One is the definition itself which creates a category of schools which are "small," the other part is a Small School Support Program which recognizes personnel, in-service and finances necessary to support programs but which also recognizes differences within the small schools due to isolation and remoteness. That is, rather than a variety of definitions for small schools, there is a single definition and there is also a support program which acknowledges differences within the category of schools which the definition creates.

A "Small School"—Definition

The Task Force on Education[1] contained recommendations which recognized the difficulties associated with small schools and multi-graded classrooms. The intent of these recommendations was

> that all schools have at least two teachers and that, ordinarily, there are not more than two grades in a classroom. The latter point is especially relevant to our orientation on school programs, in which the intent is to reduce existing grade level barriers, particularly for immediately adjacent grades. That is, we see the possibility of two grades in a classroom being treated as a single grade for some purposes.[2]

These recommendations pertaining to small schools subsequently became part of the Schools Act (Teachers' Salaries) Regulations, 1979 and are presently in effect. Under these regulations few (less than 10 percent) small schools have more than three grades in a classroom. More than 75 percent of the teachers in small schools do not teach simultaneously more than two grades in the same room (Table 4.1).

Table 4.1
School Size by Grades Taught
(Percentages)

No. of grades taught	Small (N = 471)	Large (N = 71)
1 Grade	29.1	78.9
2 Grades	47.8	3.9
3 Grades	14.4	9.2
> 3 Grades	8.7	7.9

[1] Crocker, R.K. and F.T. Riggs. *Improving the Quality of education:* Challenge and Opportunity, Final Report: Task Force on Education, St. John's, 1979.

[2] Crocker, p. 185.

We propose that these regulations be extended and the intent of the following definition of a small school is to further reduce the number of primary and elementary classrooms in which more than two grades are taught and to recognize the difficulties which small high schools are having in offering a reasonable and quality program. We recommend:

Recommendation 4.1

That a "small school" be defined as

(a) each primary and elementary school in which the enrolment divided by the number of grades is not greater than twelve.

(b) each all-grade, central or regional high school in which the enrolment divided by twenty-five is not greater than the number of grades in the school.

Recommendation 4.2

That school boards shall be entitled to one additional salary unit for each 'small school' under its jurisdiction and identified in Recommendation 4.1 (a) and two additional salary units for each 'small school' identified in Recommendation 4.1 (b).

(to replace Schools Act (Teachers' Salaries) 1979, Section 6)

The emphasis in Recommendation 4.1 is on the number of grades rather than on class size. Teachers in small schools generally express satisfaction with class size. However, as is indicated in the Background Report No. 1, "Small School Survey," they are not so positive regarding the number of grades they are required to teach and the preparation time which is necessary (Table 4.2). Another part of that report shows that teachers in small schools rank the "number of grades required to teach" as the number one problem which they encounter as a teacher. With the implementation of Recommendation 4.2, School Boards should be able to allocate teachers to schools in such a way that very few teachers, except in the very smallest schools, will have more than two grades in the same classroom.

Table 4.2
Teacher Satisfaction by Selected Areas
(Percentages)

Selected Areas	Satisfied/ Very Satisfied	Dissatisfied/ Very Dissatisfied
Class Size	71.7	10.9
Number of Grades Taught	31.8	48.6
Preparation Time	20.6	61.1

Personnel

Teachers and principals in the smaller schools in the province were asked, as part of a survey conducted for the Small Schools Project, to indicate the sources of assistance available to them in their work as teachers or school principals. The results of teacher responses are summarized in Table 4.3. Principals' responses are summarized in Table 4.4.

Table 4.3
Sources of Assistance to Teachers in Small Schools
(N = 560)

Sources of Assistance	(Percentages) Good/Very Good
Principal	78.4
Other Teachers	69.0
Program Co-ordinators	43.6
Superintendent/Assistant Superintendent	41.2
Parents	31.4
Guidance Counsellors	29.9
Educational Therapists	16.6
Speech Pathologist	13.1

Table 4.4
Sources of Assistance to Principals in Small Schools
(N = 208)

Sources of Assistance	(Percentages) Good/Very Good
Superintendent/Assistant Superintendent	64.9
Other Teachers	59.7
Parents	48.2
Program Co-ordinators	46.5
Guidance Counsellors	26.9
Educational Therapists	24.7
Speech Pathologist	15.4

Principals

School principals are viewed very positively by teachers as is indicated in Table 4.3 and this opinion was also expressed in submissions to the Small Schools Project and is shared by Superintendents and other School Board personnel. A brief from one Superintendent stated:

> A principal is most crucial. In a very small school in particular the principal decides how the school goes. If you have a very weak principal, very little is going to happen in that school. There is no good school without a good principal.

We are aware of instances where students in a school performed consistently poorly over a number of years but showed a marked improvement when a new principal went to that school. Some schools have experienced opposite results. We were made aware of the undesirable aspects of full-time teaching principals. There are times, such as professional days, principals' meetings and even telephone calls, when classes are disrupted because a full-time teaching principal is absent from the classroom. There are some administrative duties for a principal even in the smallest school and in all schools it is important that the principal be aware of, and influence, the curriculum of that school. We believe that the principal should be given some out-of-classroom time, where feasible, to carry out these responsibilities. Consequently, we recommend:

Recommendation 4.3

That each school board be allocated additional salary units for school principals in accordance with the following schedule:

Number of pupils in school	Number of Allocations
Fewer than 50	No unit
50-249	0.5
250-499	1.0
500-999	1.5
More than 999	2.0

(to replace Schools Act (Teachers' Salaries) 1979, Section 5)

Guidance Counsellors

In responding to the question on sources of assistance, teachers in small schools ranked guidance counsellors in sixth place (Table 4.3). Principals in small schools ranked them in fifth place (Table 4.4). Teachers and principals in larger schools were more positive in their views of the assistance provided by guidance counsellors.

We feel that ways must be found to increase the effectiveness of guidance counsellors and in this regard we recommend:

Recommendation 4.4

That the role of guidance counsellors, educational therapists and educational psychologists be more clearly defined.

The impetus for Recommendation 4.4 comes from an apparent lack of definition of the role of the guidance counsellor and this is exacerbated by the more recent appointments of educational therapists and educational psychologists.

At present, the guidance counsellors who are employed by School Boards are part of the regular teacher allocation and there have been suggestions that they should be outside this allocation which is based on a pupil–teacher ratio. However, these suggestions have been made in the absence of any convincing arguments and the position taken in this Report is that as general policy the present method of allocation should continue because we believe that there is a direct relationship between pupil enrolment and the need for guidance services. Nevertheless, we are aware that there are areas of the province where guidance services are seriously lacking and boards with a large number

of small schools have given priorities to classroom teaching units rather than units for guidance counsellors and they have little or no flexibility or opportunity to do otherwise. In consideration of this, we make the following recommendation:

Recommendation 4.5

That two guidance counsellors be allocated to the Regional Office referred to in Recommendation 3.10.

In future, if additional Regional Offices are established we feel that guidance counsellors should be part of the services provided by these offices and they should be allocated on the basis of the number of pupils in the region served by the Regional Office.

Program Co-ordinators

The Directory of Schools, 1986-87 indicates that there are slightly more than 200 program co-ordinators employed by school boards. This is a smaller pupil–co-ordinator ratio than anywhere else in Canada. The Task Force on Education,[3] which recommended the present allocation of program co-ordinators stated:

> Our position is that little will be gained from any statement on core curriculum unless there are program people allocated for the express purpose of complementing, adapting and monitoring that curriculum. The administrative duties assumed by these people should be restricted to those which relate directly to programs. Their primary responsibility will be assisting teachers—mainly in actual classroom situations—in the implementation of programs. We envisage a program person spending a week or even a month in a single school assisting teachers who are experiencing difficulty in a particular area of the curriculum. We would hope that they would spend very little time at board offices. The focus of their work will be on co-ordinating programs.

As is shown in Table 4.3, program co-ordinators are viewed very positively by teachers in small schools, but were ranked lower than parents (Table 4.4) by principals in those schools, and data available but not shown in those tables indicate that program co-ordinators

[3] Crocker, p. 201.

were ranked lower by teachers and principals in larger schools than in smaller schools. There is evidence that some program co-ordinators have assumed, for whatever reasons, administrative duties not directly related to programs. Concern has been expressed regarding the time program co-ordinators spend in board offices and the lack of classroom contact. That is not to say that program co-ordinators are ineffective—there is evidence to show otherwise. However, with 200 program co-ordinators and a student population of approximately 120,000 there is surely the potential to have an even greater impact on implementing and adapting school programs. The role of program co-ordinators, in some instances, should be reassessed and steps taken to ensure greater involvement both with school programs and in classrooms.

Recommendation 4.2 on the allocation of teaching units to small schools provides for a substantive increase (more than 50 percent) in the present allocations. This should make it unnecessary for any school board to use program co-ordinator units as regular teacher units. We recommend:

Recommendation 4.6

That School Boards be required to use salary units allocated for Program Co-ordinators in the appointment of Program Co-ordinators only. These units should not be used to employ regular classroom teachers.

Teacher Allocations (Special Education)

Present regulations contained in the Schools Act (Teachers' Salaries) 1979 (Amendment) provide for allocation of teachers for students who cannot benefit from normal classroom instruction. And whereas these special allocations assist in providing a service to those children, there have been suggestions that the regulations favour larger schools in that the number of mentally impaired or otherwise handicapped children required for teacher allocations are less likely to be present in a small population than in a larger one. Concern has also been expressed over the present regulation which is related to the number of children in a school rather than in a district since this imposes a lack of flexibility in the deployment of special teacher units and in some cases, prevents qualification for special salary units. In attempting to address these concerns we recommend:

Recommendation 4.7

That the School Act (Teachers' Salaries) Regulations, 1979 (Amendment) Section 9, Subsection 2, paragraph (c) be amended to read "...less than 12 but not less than 4, one salary unit may be allocated."

That Section 9, Subsection 3, paragraph (a) be amended to read "...salary units may be allocated to *School Boards* in accordance with..."

That Section 9, Subsection 3, paragraph (b) be amended to read "One salary unit shall be allocated for every 5 pupils."

That Section 9, Subsection 3, paragraph (c) be amended to read "...exceeds 5 or a multiple of 5..."

That Section 9, Subsection 3, paragraph (d) be amended to read "...is provided in less than 5 in a school but not less than 2 in a school, one salary unit may be allocated."

That Section 9, Subsection 4, paragraph (b) be replaced by "One half of a salary unit may be allocated for each pupil in those schools where there are fewer than 3 pupils."

In recent years there has been a substantial shift in the instructional arrangement of special education children. There is presently a significant amount of integration with regular classes for instruction in a number of subject areas for both the mildly mentally retarded and more seriously handicapped children. This has an impact not only on the pupils but also on the teachers who are labelled 'special education' teachers. It means that these teachers teach full classes for fewer periods, and, consequently, are able to devote more time to individual 'special education' children. It may also mean that there are more times than was the case previously, when these teachers are free of classroom instruction. That is, the role of the special education teachers has changed, and perhaps it is appropriate to reassess this role in consideration of the change in the instruction of special education children and the frequent expression of the need for remedial teachers. There is another dimension to be considered. Special education teachers are allocated initially on the basis of documentation of children who are unable to benefit from normal

classroom instruction. However, there is no regular updating of that documentation and, hence, teachers may subsequently be employed by School Boards on the basis of children who no longer attend school. This appears incompatible both with the very reason for the allocation and with the restriction on the deployment of special education teachers. We recommend:

Recommendation 4.8

That School Boards provide to the Department of Education, before August 31, 1987, necessary documentation for all special education teacher allocations.

During recent meetings with District Superintendents, reference was frequently made to the inflexibility in the deployment of special education teachers. There are cases where, in the best judgement of school principals and school board authorities, while perhaps not condoned by officials at the Department of Education, special education teachers have assumed part-time regular duties to teach particular subjects; for example, French or Music. We feel that this practice should be discouraged. The professional preparation of special education teachers is better suited to the teaching of handicapped and exceptional children than to children who can benefit, without difficulty, from normal classroom instruction. However, we feel that special education teachers, who are freed from classroom instruction because of the integration of the special education students into regular classrooms, should assume responsibility for students, other than special education students. In particular, they should assist those who need more individual attention than is possible in a regular classroom. In this context we recommend:

Recommendation 4.9

That School Boards have flexibility in the deployment of special education teachers to ensure maximum benefit to exceptional children.

Finances

This section is not a detailed account of expenditures on education but rather it is a general overview of present costs and it also contains recommendations on funding to small schools. There has

been a significant increase in resources which have been allocated to education in the province during the past 15 years. New school buildings, improved teacher qualifications and expansion in secondary and post-secondary programs are all signs of the high priority that education has received in provincial government budgeting. However, there is clearly a limit to the ability to pay for any commodity, including education. Despite the fact that in Newfoundland at present the per-pupil expenditure on elementary and secondary education is low compared with the rest of Canada, there has been a considerable closing of the gap that existed 10 or 15 years ago. Also, due to the relatively large number of school-age children and the average low income, the per capita cost is quite high and hence for each working Newfoundlander the education burden is quite heavy.

There is no easy solution to this problem since we are experiencing economic restraints in all areas and to insist on more for one may mean less for another. However, people who live in small and isolated Newfoundland communities are major contributors to the economy of the province and it is reasonable to expect that there should be equity in the services which are provided to these comunities; including education. It is in these communities that most of the small schools exist, and it is for these schools that the recommendations in this section are primarily intended. (Also, in the next section of this chapter we have made recommendations which we believe have the potential of providing the funds necessary to implement the recommendations contained in this section.)

The cost of operating schools appears to be influenced by the following: grade levels taught in the school; enrolment, and the extent of northerliness and isolation of the school. Generally, there is an inverse relationship between per-pupil costs and pupil enrolment. However, a K-6 school typically costs less to operate than a 9-12 school of equal enrolment. This may be a function of school programs but, in some instances, it reflects deficiencies in school facilities which are characteristic of many small primary and elementary schools. That is, the reduced cost is a function of programs but also a function of what might be regarded as very desirable and necessary facilities which are presently lacking. Professional services are generally more expensive to provide to isolated schools and the most northern schools are generally more expensive to heat and light than schools in southern areas.

In briefs which were submitted to the Small Schools Project, School Boards, with a majority of its schools "small," presented rather strong

arguments favouring additional funding for those schools. School Boards which have a minority of small schools expressed concern over heavy subsidizations that they have to direct to small schools from larger schools; resources which could otherwise have been used to broaden and enrich programs in those schools. We have some sympathy for this concern and we take the position that small schools need additional funding to support programs independent of the enrolment in the grades. We recommend:

Recommendation 4.10

That 'small schools' receive funding in addition to the current funding in accordance with the following schedule:

Schools with 4 grades	$2,000
Schools with 5 grades	2,400
Schools with 6 grades	2,800
Schools with 7 grades	3,200
Schools with 8 or more grades	3,600
Small all grade, Central and Regional High Schools	5,000

The emphasis throughout this Report has been on programs and program support and the following recommendation is aimed in that direction. We are aware that it is more time-consuming and more expensive for School Boards to provide the guidance and expertise of program co-ordinators to small and isolated schools than to schools in large centres and in close proximity to the central office. In this context we recommend:

Recommendation 4.11

That School Boards receive funding to assist in the travel of Program Co-ordinators as follows:

For each 'small' isolated school	$800
For each 'small' school which is accessible by road; that is a non-isolated school	$400

School Consolidation

The Small Schools Project was given a mandate to examine programs and to make recommendations on the enhancement of programs and program delivery in small schools. In this regard we have, in the previous sections of this Report, made recommendations which we believe have the potential to lead to improvements for teachers and pupils in the small schools of the province. However, it is necessary not only to make recommendations on programs for small schools on the basis of their existence; it is also necessary to examine why small schools exist.

Essentially, three factors explain the existence of small schools in Newfoundland and Labrador—one, small isolated communities, second, preference of residents in small communities for community schools, and third, religious preference. In this section each factor will be discussed and an attempt will be made to view small schools in the context of each of the three categories.

Schools in Small Isolated Communities

Let us consider the first factor; schools in small isolated communities. As was noted in Chapter 1, there are at present substantially fewer schools in Newfoundland and Labrador than there were 25 or 30 years ago. This reduction in the number of small schools is due largely to the transporting of children from small communities to schools in larger communities, and to the resettlement in the late fifties and sixties of residents from smaller to larger centres. in the late fifties and early sixties. However, the resettlement effort is basically over and there still exist small, remote and isolated communities. As was mentioned earlier, these communities contribute to the economy of the province as well as benefit from the services which are provided, and it should be expected by its residents that the educational services which are provided are commensurate with the province's ability to deliver those services. Hence, many of the recommendations contained in this Report, we believe, address the problems and challenges of the educational system in those communities.

Preference for Community Schools

The second factor which influences the existence of small schools is related to the fact that residents in some small nonisolated communities prefer to maintain community schools. It is difficult to comment on this without reference to the third factor; namely, the

existence of small schools due to religious preference. These two factors are in some respects similar in that they both involve personal preferences. And it is necessary, in commenting on these two factors, to examine the relationship between these preferences, which are community and religious issues, and small schools, which are educational institutions.

In the context of personal preferences there is an element of choice regarding the existence of some of these small schools. Unlike small schools in isolated communities which must exist regardless of their merits, small schools which exist because of parents' preference for community schools need not exist, in some cases, if students were transported to larger schools. Some of these small schools which exist because of religious preference would cease to exist if students attended schools of a denomination other than the one with which the schools were affiliated.

But these two factors—parents' preference for community services and religious preference for schools—are also different in some respects. The differences lie in the reasons for maintaining those schools.

We will discuss some of the possible reasons why parents prefer small community schools. During the past year we have witnessed three cases where School Boards recommended the complete or partial closing of relatively small community schools. Action has been deferred on one case, another is still under consideration, and one school has been closed. In all three cases there was pronounced protest from parents in the communities in which the schools were located. The resistance to the School Board recommendations was related to a reluctance to transport students over long or even short distances, the importance of the school in the community, and the uncertainty regarding the quality of education available in the larger schools.

First, we will comment on the question of busing students over extended distances. We feel that it is legitimate for parents to be concerned about busing children, especially primary and elementary grade children, over long distances. Where this happens it creates a very long day for children and impinges on the important social development with family and friends. Our position is that busing over long distances for primary and elementary children should be discouraged. Because of the maturity of high school students and the restricted program which can be delivered in small high schools, we do not view busing in those cases as being so undesirable. However,

our observations in Newfoundland and Labrador are that, almost without exception, children are not bused long distances. There are provinces in Canada with a climate similar to Newfoundland, where children are frequently bused more than twice the distance most common in this province. It must be acknowledged, however, that due to road conditions busing may be very undesirable or even impossible in some areas of the province during winter months. But these areas are exceptional cases and should not determine a general policy on school busing.

We look next at the importance of the school in the small community. Many who have lived and worked in small outports in Newfoundland would perhaps describe the school as the centre of the community, the focus of activity, the expression of the feeling of the community, and the catalyst which promotes harmony within the community. During the past year we have heard similar statements from parents who feel threatened by school closures. One must acknowledge this reality and, perhaps, in assessing the procedures adopted by School Boards on the closing of some small schools, it is a fair conclusion that budgetary concerns too often overshadow the understanding and sensitivity necessary to deal with the importance of the community schools.

Nevertheless, it is necessary to distinguish the school and the activities associated with it in the community from the school as an educational institution. What do we know about the small school as an educational institution? We will comment briefly on three aspects of the small school—achievement, student attitude, and school programs. Our research efforts on achievement have been less than satisfactory and hence our conclusions are not definitive. However, initial findings indicate that, generally, students who attend large schools obtain higher marks on the Canadian Tests of Basic Skills, High School Standards Tests and Public Examinations than students who attend smaller schools. It is a long leap, however, to conclude from this that if all students attended larger schools, there would be an improvement in the achievement of all students. It is necessary to question whether the achievement of students in small schools in small communities is due only to the nature of the school or if there are community or social factors which impinge on this performance. Although the research evidence on achievement is inconclusive, it does tend to favour large schools.[4]

[4] See page 9 of this Report.

We look now at the attitude of the students compared with students who attend larger schools. The comments which follow are taken from a study which is reported on in detail in Background Report No. 2, "A Comparative Analysis of Student Views on Schooling: A Question of School Size." This study included a survey of more than 1000 students from Grade 7 to Level III and dealt with students' attitudes towards schooling, interpersonal relations in the school and ideas about leaving school. In general, the study showed that students in larger schools have a better attitude towards school than students in smaller schools. It also indicated that students in smaller schools tend to be less positive about the usefulness of schooling, generally receive less encouragement than students in larger schools, and a smaller percentage of students in smaller schools than in larger ones will be sorry to leave school. In addition, a higher percentage of students in small schools relative to those in large schools plan to quit school when they become of age. However, caution is necessary in the interpretation of these results. Certainly, it would be unwise to conclude from these findings that the 'smallness' of a school determines student attitudes. As with the findings on achievement, it must be asked what would change for students in small schools if they attended larger schools? Would their attitude be significantly different? Perhaps the total character of the community has a significant influence on achievement and on student attitude. But again, as with achievement, our research on students' attitudes tends to favour larger schools.

The third aspect of the school in the small community which we will discuss is school programs. Teachers in small primary and elementary schools have expressed greater concern about the number of grades they are required to teach than about any other aspect of their work. Concern has also been expressed over the number of subjects which are required to be taught. The primary and elementary curriculum, in any school, is very crowded and teachers complain of so little time to try to do so many things. In a small, multi-graded classroom the situation is burdensome. There is evidence of some areas of the curriculum being prone to neglect and in other instances an imbalance in the instructional time spent on subject areas. In small high schools it is impossible to offer anything except a very restricted program. During our visits to School Boards and in our discussions with school principals, we became aware of ingenious methods which have been employed by some school principals in an effort to make it possible for students to satisfy Level

III school-leaving requirements. Instances have been cited of students in smaller high schools having to abandon career plans because of the unavailability of subjects which are prerequisite to admission to post-secondary institutions. A survey of senior high schools indicates a range of 17, in some of the smallest schools to more than 80 course offerings in the larger high schools. District superintendents and principals admit that there is a limit to the number of teachers who can be beneficially placed in schools. In many of the small high schools class size is already very small. We have made recommendations earlier in this Report which are intended primarily for isolated small high schools but we see consolidation of some schools as a more desirable alternative. It is ludicrous to recommend additional teachers and courses by distance education for a small high school if a larger school is across the road or in another community a short distance away. However, we realize, the adoption of such a policy has implications for denominational schools and this topic will be discussed in the next section of this chapter.

In summary we acknowledge the importance of the presence of a school in a small community, and our position is that the closing of small schools should be handled with caution and sensitivity. There is evidence that School Boards, in some instances, have not had sufficient information to warrant any definitive statement on the quality of education in the receiving school, and we feel that parents and others affected deserve to be apprised, as accurately as possible, of the impact of closing a community school. Also, the procedure which has led to the recommendation for, or the actual closing of, a school in the past has sometimes not reflected much understanding of the importance of the school in the community. These comments notwithstanding, the overriding concern in the closing of a small school must be in consideration of the school as an educational institution and not as a community centre or as an adherence to tradition.

Religious Preference

As was stated earlier, the existence of small schools based on the preference of parents to maintain community schools is in some respects similar to the existence of schools based on religous grounds, since, to some extent, they both involve personal preferences. To some extent, the arguments in favour of small community schools and denominational schools may also be similar. However, there is a basic difference. There is an argument by some that small religious or denominational schools are necessary in order that the provincial

curriculum can be adapted to reflect the philosophical and doctrinal positions of the particular religion concerned. For some there is little or no distinction between church and school because its goals are similar. Others take a related position that a religious atmosphere must pervade the school. It must be evident in the behaviour of the pupils, in school assemblies and in particular subject areas. There is concern by some that without the denominational schools those things would not be possible.

We now discuss these concerns. In our discussions with a number of teachers and in classroom observations we did not find extensive adaption of the provincial curriculum to reflect particular religious positions. We are also aware of 'joint service' arrangements which appear to be operating in a manner which is quite satisfactory to the participating School Boards, parents, teachers, and students.

Our position is that students from various religious faiths should be able to attend the same schools, regardless of religious affiliation, without degradation of the religious component of the school curriculum. We feel that where a choice is possible between a small school and a larger school that serious consideration should be given to choosing the larger school whether or not that school is operated by the same religious denomination as the smaller one. We take this position partly because of the research findings on achievement and student attitudes which generally do not favour small schools, but mainly because of the programs which larger schools are able to deliver.

This position does not emerge from a thorough study of the Religious Denominational System of Education. We have not conducted such a study. However, our observation is that concern for school buildings and capital grants too often overshadow the role of the Religious Denominational Councils in moral and religious development. Separate school buildings are too frequently regarded as being synonymous with a Religious Education System. Our position is that it is possible to have extensive integration and that there are a number of areas which have small schools which should merge with larger facilities. This does not necessarily mean any loss of emphasis on religious education. We feel that there is a place for Denominational Education Councils in Newfoundland and Labrador, but perhaps it is time, given the characteristics of our modern society, to reassess the role of these Councils with a view to increasing their emphasis, not on school buildings, but on the moral development of children in the context of Newfoundland and its communities. We recommend:

Recommendation 4.12

That School Boards be required to develop a policy on school closings which would include the requirement that parents, teachers and students in communities affected, be informed at least 2 years in advance of the intended date of school closing.

Recommendation 4.13

That the concept of joint service schools and inter-denominational co-operation be pursued and encouraged by agencies involved in education.

Recommendation 4.14

That the Department of Education and the Denominational Education Councils adopt the policy that by August 31, 1991 in order to qualify under the Small Schools Program a 'small school' must be more than 10 km distant, for primary and elementary schools, and more than 30 km distant, for central or regional high schools from a larger school, which is accessible by road, independent of the area served by the District School Boards of the Different Religious Denominations.

Recommendation 4.15

That the '*Small Schools Support Program*' be defined to include the following:

(a) resource grants as referred to in Recommendation 3.11.
(b) allocations as referred to in Recommendation 4.2.
(c) funding as referred to in Recommendation 4.10.

Chapter 5
TEACHERS IN SMALL SCHOOLS

Aspects of the academic qualifications of teachers, teacher assignments and the problems facing teachers in small schools are contained in a background report, "Small Schools Survey." In this chapter a summary of that report is presented as well as recommendations on teacher education.

Table 5.1 gives a summary of the degrees held by nearly 800 teachers who responded to the Small Schools Survey questionnaire. This table indicates that teachers in both small and large schools have high academic qualifications. Even in the smallest schools in the province more than 80 percent of all teachers hold at least one university degree.

Table 5.1
Category of School by Degrees held by Teachers (Percentages)*

	'Small School'	'Large' School	Total
No degree	19.0	10.3	17.2
BA (Ed) Primary	11.2	9.7	10.9
BA (Ed) Elementary	39.3	32.9	38.0
B.Ed. (High)	23.5	40.7	26.9
More than 1 degree	37.5	80.0	46.0

* Percentages total more than 100 since some respondents hold more than one degree.

Teacher Qualifications and Assignments

Teacher assignments by degrees which teachers hold are summarized in Table 5.2.

Table 5.2
Degree Held by Grades Taught

	No Degree		B.Ed. (Primary)		B.Ed. (Elem.)		B.Ed. (High)	
	N=93 Small	N=13 Large	N=66 Small	N=12 Large	N=196 Small	N=25 Large	N=196 Small	N=27 Large
K-3	38.7	15.4	65.2	75.0	30.7	16.0	3.8	0.0
4-6	28.0	46.2	19.7	0	30.7	52.0	9.4	11.1
7-9	10.8	15.4	6.1	0	12.5	20.0	21.7	25.9
10-12	17.2	0.0	3.0	8.3	12.0	0.0	58.5	59.3
Sp. Ed.	3.2	15.4	3.0	8.3	9.4	12.0	5.7	0.0
TMR	2.2	7.7	3.0	8.3	4.7	0.0	0.9	3.7

It is evident from this table that there is extensive misassignment of teachers who teach in areas different from the designation of the degree which they hold—especially in primary grades. More than 30 percent of all elementary trained teachers who teach in small schools teach in primary grade classrooms. Because of the relatively large number of elementary trained teachers compared with primary trained teachers, this accounts for more than 40 percent of the teachers in primary classrooms holding degrees in elementary education. Despite this apparent shortage of teachers who hold degrees in primary education, there is a significant number (approximately 35 percent) of primary trained teachers who are teaching in elementary schools, high schools or in specialized areas, such as Special Education.

School District Superintendents and Program Co-ordinators have been more positive in their assessment of teachers who hold degrees in primary education than of teachers who hold degrees in any other area. It is unfortunate, therefore, that such a large number of teachers who teach in primary grades do not hold degrees in this area. In this connection we recommend:

Recommendation 5.1

That provisions be made in teacher education programs to accommodate a greater number of students in the primary degree program.

Teacher Problems

Teachers and principals included in the Small Survey were asked to identify and rank, from a given list, the ten most important problems facing them as teachers. Table 5.3 shows a breakdown of these responses.

The number of grades and number of courses they are required to teach are rated as serious concerns by teachers who teach in small schools. (The concern ranked second, the insufficient services for students who are functioning two or more years below grade level has been discussed in another section of this Report.[1]) During meetings with School Board personnel there were frequent suggestions that School Boards have experienced, and continue to experience, problems in acquiring teachers who cannot cope, without extreme difficulty, in multi-graded classrooms.

Table 5.3
Teachers' Ranking of Problems (Small Schools)

	Rank
Number of grades required to teach	1
Insufficient services for students who are functioning two or more years below grade level	2
Number of courses required to teach	3
Insufficient opportunities for special education students	4
Lack of supplementary program material for classroom use	5
Lack of educational equipment for classroom use	6
Inadequate library resources	7
Insufficient staff development opportunities	8
Insufficient number of course options	9
Class size	10

[1] See page 43 of this Report.

One brief addressed this concern as follows:

> By and large, teachers are not trained for the situations which small schools present. The Faculty of Education should recognize this, and establish as part of the training program courses or projects to address the tactics of teaching in a multi-graded classroom. Internships for some teachers should take place in rural settings.

Related to this concern was the high level of satisfaction which was expressed with new teachers who have completed a Semester Internship as part of their degree program and it was felt, by a number of Superintendents, that a greater number of teachers should complete the Internship in rural areas and small schools. We concur with this suggestion and we recommend:

Recommendation 5.2

That the Faculty of Education include a component in Primary and Elementary Teacher Education Programs to reflect characteristics of small isolated schools and multi-graded classrooms.

Recommendation 5.3

That a set number of student teachers be required to complete the Internship Semester of their Teacher Education Program in a Small school.

During the past four or five years there has been a steady decline in enrolment in almost every high school in the province. In addition, with the introduction of the reorganized high school program, schools are expected to teach a wider range of subjects. Together, these have resulted in high school teachers being expected, and required, to teach a greater number of subjects covering a broader content area than was expected of teachers even 10 years ago. It is necessary, therefore, that high school teachers have competencies in more than one subject area in order to provide the flexibility necessary to offer as varied a high school program as possible. The requirements of teacher education programs for high school teachers have changed little during the past decade and presently lag behind the changes in the schools brought on by both a decline in pupil enrolment and a broadened high school curriculum. We recommend:

Recommendation 5.4

That the teacher education programs for secondary teachers reflect the characteristics of small schools and multi-graded classrooms by requiring completion of a *range* of courses related to the secondary school curriculum.

In this section of the Report, we have made recommendations on Teacher Education which we feel will improve the effectiveness of those who will subsequently become part of the teaching force in the province. The recommendations dealing with misassignment of teachers, emphasis on teaching in a multi-graded classroom and a broader area of concentration for secondary school teachers are part of that focus.

Chapter 6

SUMMARY AND RECOMMENDATIONS

Summary

The emphasis throughout this Report has been on programs for small schools. It follows, therefore, that the most important recommendations are those which appear first, in Chapter 3, and are directly aimed at improving the programs which are available to those who attend the small schools in the province. We have made specific recommendations on the adapting of the primary and elementary curriculum and on an increased use of technology in program delivery, especially in the small high schools.

However, there are other factors which impinge on programs and program delivery. Hence, there are recommendations on personnel to co-ordinate, to offer guidance services and to teach these programs. That is why we have made recommendations which would give school principals in small schools time to be involved, not only in administrative duties associated with being a principal but also time to be involved in curriculum and program issues. We have also recommended that itinerant teachers be allocated to School Boards so that more students than at present can have the opportunity to study subjects such as Music, Art, French, Industrial Arts and Home Economics. At present there are insufficient opportunities for students in small schools to study these subjects.

Through surveys which we conducted as part of the work of the Small Schools Project and by observations, we were made aware of deficiencies in facilities in small schools. The lack of gymnasia, libraries, and laboratories prompted us to make recommendations in that area.

Despite the present high cost of education, this Report includes recommendations that additional funding be made available to support programs in small schools. The present level of funding has not enabled small schools to develop and maintain an acceptable standard of program support and consequently we feel that additional funding is necessary. The recommendations in that area are based on grades and programs rather than on pupil enrolment. Our posi-

tion is that the school programs must be the focus since the school must offer these programs for each grade independent of the grade enrolment. An added advantage of this position is that programs are not sensitive to fluctuations in school enrolment and hence this provides greater stability in the funding which is available.

The recommendations on teacher education are aimed at prospective teachers rather than teachers who are presently in the classrooms. Small schools will exist for quite some time and it is necessary that teachers be prepared, to the extent possible, to teach in those schools. We see in-service as being desirable for many teachers who presently teach in small schools. Teaching in a small school is not as temporary as it was 10 or 15 years ago.

Finally, we have made recommendations regarding school consolidation and co-operation among religious denominations. It is important to understand that these recommendations are not attempts to discredit small schools, but rather an attempt to offer what we believe to be an opportunity for pupils to study a more varied program than is presently possible in small schools without diminishing the social and moral development which have been characteristic of Newfoundland education. For schools which must exist because of isolation we have made as bold and as liberal recommendations as we think possible. However, we believe it would be irresponsible to recommend that small schools in or near communities with larger schools should also qualify for special considerations. An alternative exists. That alternative may require students to walk across the road or to be transported a short distance to a larger school. We are not convinced that there need be any less of the religious denomination component of the education of children who are affected in this way. This is not, however, a report aimed at the destruction of small schools. We believe we have made recommendations which will enhance the quality of education in small schools where they must exist, but we have attempted to distinguish those which must exist from those which need not exist.

We trust that the recommendations which follow will appear reasonable to those affected by them. We do not consider it hazardous to make recommendations on the assumption that small schools will continue to exist in the foreseeable future. In Newfoundland, 'small schools' will be part of our educational system for a long time and we must plan with the acknowledgement and knowledge of these schools and not in ignorance of their existence and importance.

Recommendations

Recommendation 3.1

That all primary and elementary schools independent of size and location, should have the ability, and be required, to offer instruction which would fulfill curriculum objectives in the following: Language Arts, Educational Drama, Religious Education, Mathematics, Health and Family Life, Physical Education, Social Services, French, Art, Science, and Music.

Recommendation 3.2

That the Faculty of Education be requested to offer Summer Institutes in Music, French and Arts, during the summer of 1987 and that these Institutes reflect teaching in a multi-graded classroom.

Recommendation 3.3

That sufficient personnel be employed early in 1987 to identify overall curriculum objectives of the present primary and elementary program and to develop from these objectives a primary and an elementary program using, where appropriate, common texts across grades and/or a thematic approach necessary to attain the curriculum objectives.

Recommendation 3.4

That by direct classroom teaching or by distance education, all senior high schools should have the ability to offer all courses which are prerequisite to entry into post-secondary institutions and the ability to accommodate particular course requirements of small number of students.

Recommendation 3.5

That measures be taken to ensure that a course in high school chemistry level 2 and a course in high school physics level 2 are available to small schools by September 1987. Consideration should be given to delivery by computers, audio-video tapes or by other means of distance education.

Recommendation 3.6

That greater use of technology be made in program delivery in small schools; especially in small high schools.

Recommendation 3.7

That a Distance Education School be established and a principal and teachers be employed to assume responsibility for the development and administration of distance education courses.

Recommendation 3.8

That mobile laboratory units in Industrial Arts and Home Economics be made available to small high schools which are accessible by road.

Recommendation 3.9

That the Department of Education appoint a co-ordinator of Small Schools who will report to the Deputy Minister of Education.

Recommendation 3.10

That a Regional Office be established (school year 1987-88) as a Pilot Project to provide services to small schools in a selected area of the Province. This office should be staffed to provide the services which are deemed most necessary to the area to support the school programs recommended in this Report.

Recommendation 3.11

That small schools receive an initial block resource grant in addition to present funding during 1987-88. This grant should be based on the number of grades taught in the school.

Recommendation 3.12

That a resource centre be part of the Regional Office referred to in recommendation 3.10.

Recommendation 3.13

That two salary units be provided for qualified resource personnel to staff the Resource Centre referred to in Recommendation 3.12.

Recommendation 3.14

That all small schools constructed in the future contain, in addition to necessary office, washroom and classroom space; a space suitable for use as a gymnasium/multi-purpose room and a resource centre. In addition, all small all-grade or small high schools should have space which can be used as a laboratory.

Recommendation 4.1

That a 'small school' be defined as

(a) each primary and elementary school in which the enrolment divided by the number of grades is not greater than twelve.

(b) each all-grade, central or regional high school in which the enrolment divided by twenty-five is not greater than the number of grades in the school.

Recommendation 4.2

That school boards shall be entitled to one additional salary unit for each 'small school' under its jurisdiction and identified in Recommendation 4.1 (a) and two additional salary units for each 'small school' identified in Recommendation 4.1(b).

(to replace Schools Act (Teachers' Salaries) 1979, Section 6)

Recommendation 4.3

That each school board be allocated additional salary units for school principals in accordance with the following schedule:

Number of pupils in school	Number of Allocations
Fewer than 50	No Unit
50-249	0.5
250-499	1.0
500-999	1.5
More than 999	2.0

(to replace Schools Act (Teachers' Salaries) 1979, Section 5)

Recommendation 4.4

That the role of guidance counsellors, educational therapists and educational psychologists be more clearly defined.

Recommendation 4.5

That two guidance counsellors be allocated to the Regional Office referred to in Recommendation 3.10

Recommendation 4.6

That School Boards be required to use salary units allocated for Program Co-ordinators in the appointment of Program Co-ordinators only. Those units should not be used to employ regular classroom teachers.

Recommendation 4.7

That the School Act (Teachers' Salaries) Regulations, 1979 (Amendment) Section 9, Subsection 2, paragraph (c) be amended to read, "...less than 12 but not less than 4, one salary unit may be allocated.

That Section 9, Subsection 3, paragraph (a) be amended to read, "...salary units may be allocated to School Boards in accordance with..."

That Section 9, Subsection 3, paragraph (b) be amended to read, "One salary unit shall be allocated for every 5 pupils."

That Section 9, Subsection 3, paragraph (c) amended to read, "...exceeds 5 or a multiple of 5..."

That Section 9, Subsection 3, paragraph (d) be amended to read, "...is provided in less than 5 in a school but not less than 2 in a school, one salary unit may be allocated."

That Section 9, Subsection 4, paragraph (b) replaced by, "One half of a salary unit may be allocated for each pupil in those schools where there are fewer than 3 pupils."

Recommendation 4.8

That School Boards provide to the Department of Education, before August 31, 1987, necessary documentation for all special education teacher allocations.

Recommendation 4.9

That School Boards be given flexibility in the deployment of special education teachers to ensure maximum benefit to exceptional children.

Recommendation 4.10

That 'small schools' receive funding in addition to the current funding in accordance with the following schedule:

Schools with 4 grades	$2,000
Schools with 5 grades	2,400
Schools with 6 grades	2,800
Schools with 7 grades	3,200
Schools with 8 or more grades	3,600
Small all-grade, Central and Regional High Schools	5,000

Recommendation 4.11

That School Boards receive funding to assist in the travel of Program Co-ordinators as follows:

For each 'small' isolated school	$800
For each 'small' school which is accessible by road that is, a non-isolated school.	$400

Recommendation 4.12

That School Boards be required to develop a policy on school closings which would include the requirement that parents, teachers and students in communities affected, be informed at least 2 years in advance of the intended date of school closing.

Recommendation 4.13

That the concept of joint service schools and inter-denominational co-operation be pursued and encouraged by agencies involved in education.

Recommendation 4.14

That the Department of Education and the Denominational Education Councils adopt the policy that by August 31, 1991 in order to qualify under the Small Schools Program a 'small school' must be more than 10 km distant, for primary and elementary schools, and more than 30 km distant, for central or regional high schools from a larger school, which is accessible by road, independent of the area served by the District School Boards of the Different Religious Denominations.

Recommendation 4.15

That the *'Small Schools Support Program'* be defined to include the following:

(a) resource grant as referred to in Recommendation 3.9
(b) allocations as referred to in Recommendation 4.2
(c) funding as referred to in Recommendation 4.11

Recommendation 5.1

That provisions be made in teacher education programs to accommodate a greater number of students in the primary degree program.

Recommendation 5.2

That the Faculty of Education include a component in Primary and Elementary Teacher Education Programs to reflect characteristics of Small isolated schools and multi-graded classrooms.

Recommendation 5.3

That a set number of student teachers be required to complete the Internship Semester of their Teacher Education Program in a small school.

Recommendation 5.4

That the teacher education programs for secondary teachers reflect the characteristics of small schools and multi-graded classrooms by requiring completion of a *range* of courses related to the secondary school curriculum.

Appendix A
LIST OF VISITS

List of Visits

Vinland Integrated
Straits of Belle Isle Integrated
Deer Lake Integrated
Green Bay Integrated
Exploits Valley Integrated
Notre Dame Integrated
Terra Nova Integrated
Cape Freels Integrated
Bonavista-Trinity-Placentia Integrated
Avalon North Integrated
Burin Peninsula Integrated
Bay D'Espoir Integrated
Port aux Basques Integrated
Bay of Islands — St. George's Integrated
St. Barbe South Integrated
Labrador East Integrated
Bay St. George Roman Catholic
Burin Peninsula Roman Catholic
Conception Bay Centre Roman Catholic
Conception Bay North Roman Catholic
Exploits-White Bay Roman Catholic
Gander-Bonavista-Connaigre Roman Catholic
Humber-St. Barbe Roman Catholic
Labrador Roman Catholic
Placentia-St. Mary's Roman Catholic
Port au Port Roman Catholic
Pentecostal Assemblies Board
Integrated Education Council
Newfoundland Teachers Association

Appendix B

SMALL SCHOOLS SURVEY QUESTIONNAIRE

1986
Small School Survey

As part of our work on the Small Schools Project we are interested in information regarding your professional qualifications, characteristics of your working environment, your opinions of problems which you encounter and suggestions for minimizing these problems. In this regard we are soliciting your co-operation in completing this questionnaire. In an effort to obtain a variety of opinions we are asking that you complete the questionnaire without reference to the opinions of others.

Any information provided will be treated confidentially and any published report will not be sufficiently detailed to identify any respondents or schools.

Your co-operation is greatly appreciated.

Part 1
To be answered by all teachers

1. Sex
   - Female ☐
   - Male ☐

2. Age (years)
   - under 20 ☐
   - 20-34 ☐
   - 35-45 ☐
   - 45-54 ☐
   - 55-60 ☐
   - over 60 ☐

3. Years teaching experience
   - fewer than 5 ☐
   - 5-9 ☐
   - 11-14 ☐
   - 15-19 ☐
   - 20-24 ☐
   - more than 24 ☐

4. University Degree(s) held

- No Degree ☐
- BA (Ed) Primary ☐
- BA (Ed) Elementary ☐
- B.Ed (High School) ☐
- BA ☐
- B.Sc. ☐
- M.Ed. ☐
- MA/MSC ☐
- Other Degree (specify) ☐

5. Circle the grade(s) which you presently teach.

K 1 2 3 4 5 6 7 8 9 10 11 12 Spec. Ed. TMR

Do not write in this space	

6. How many different courses do you teach?

- fewer than 5 ☐
- 5-9 ☐
- 10-14 ☐
- more than 14 ☐

7. How many different grades are in your homeroom/classroom?

- 1 grade ☐
- 2 grades ☐
- 3 grades ☐
- 4 grades ☐
- more than 4 grades ☐

8. We are interested in your opinion of various aspects of your work. How would you rate the following? (Place an appropriate numeral in the space provided.)

1 2 3 4 5

very satisfied very dissatisfied

- class size _____
- number of grades taught _____
- number of courses taught _____
- preparation time _____
- teaching resources (books, films, etc.) _____

9. The following have been identified as problems faced by teachers in "smaller schools." You are asked to rank the most important TEN problems by putting 1 in the box opposite the problem which you regard as "most serious," 2 opposite the second "more serious" etc. Do not put a number in more than ten boxes.

Insufficient services for student who are functioning two or more years below grade level ☐
Insufficient opportunities for special education students ☐
Inadequate library resources ☐
Insufficient number of course options ☐
Inadequate family living programs ☐
Inadequate industrial arts/ home economics programs ☐
Class size ☐
Insufficient staff development opportunities ☐
Lack of supplementary program material for classroom use ☐
Number of grades required to teach ☐
Insufficient opportunities for contact with colleagues in other small schools ☐
Inadequate business education programs ☐
Number of courses required to teach ☐
Insufficient opportunities to adapt programs to local circumstances ☐
Lack of educational equipment for classroom use ☐
Insufficient extra-curricular activities ☐
Other problems (specify)

_____

_____

_____

10. School Principals are asked NOT to complete this question.

We are interested in your opinion regarding the sources of assistance to you as a teacher. How would you rate the following as a source of assistance?

1 2 3 4 5
very good very poor

Superintendent/Assistant Superintendent ☐
School principal ☐
Vice-principal ☐
Parents ☐
Programme co-ordinators ☐
Guidance counsellor ☐
Educational therapists ☐
Speech pathologists ☐
Itinerant teachers ☐
Other teachers ☐

others (specify) _____

11. In your opinion, what would be the greatest assets in improving your professional work as a teacher in your present position? You are asked to rank the most important TEN problems by putting 1 in the box opposite the problem which you regard as "most serious," 2 opposite the second "more serious," etc. Do not put a number in more than 10 boxes.

- In-service opportunities ☐
- Extra-curricular activities ☐
- Supplementary program materials ☐
- Opportunities to adapt programs to local circumstances ☐
- Home Economics programs ☐
- Opportunities to evaluate school programs ☐
- Additional teaching staff ☐
- Opportunities for contact ith colleagues in other small schools ☐
- Industrial arts/home economics programs ☐
- Opportunities for Special Education ☐
- Educational equipment for classroom use ☐
- Library resources ☐
- More course options for students ☐
- Others (specify) _____

_____

_____

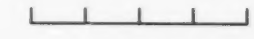
_____

12. How would you rate facilities in the community in which your school is located (library, gym, recreational halls, swimming pools, etc.). ☐

1 2 3 4 5

poor excellent

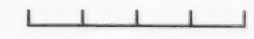
13. How would you rate your use of the facilities referred to in 12 above? ☐



1 2 3 4 5

extensive

14. How much are community residents who have special talents, trades, crafts, involved in the school by you as a classroom teacher? ☐



1 2 3 4 5

little extensive

Part II
To be completed by principals only

15. How many rooms, which are suitable as instructional rooms, are presently used less than 25% of the time?

one	☐
1	☐
2	☐
3	☐
more than 3	☐

16. Which of the following rooms or facilities does your school have?

	Yes	No
Library	☐	☐
Gymnasium	☐	☐
Playground (equipped to some extent)	☐	☐
Industrial Arts room	☐	☐
Home Economics room	☐	☐
Science Lab	☐	☐

17. How many students were enrolled in your school on September 30, 1985?

fewer than 25	☐
25-49	☐
50-74	☐
75-100	☐
100-200	☐
more than 200	☐

18. How many grades are taught in your school?

fewer than 3	☐
3-6	☐
7-10	☐
more than 10	☐

19. Which grades are taught in your school?

K	☐
1	☐
2	☐
3	☐
4	☐
5	☐
6	☐
7	☐
8	☐
9	☐
10	☐
11	☐
12	☐

20. How old is the school building in which you teach?

less than 10 years	☐
10-19 years	☐
20-29 years	☐
more than 29 years	☐

21. We are interested in your opinion of your school building. How would you rate each of the following?

1 2 3 4 5

very good very poor

- heating system ☐
- lighting ☐
- plumbing ☐
- noise level ☐

22. How would you rate the following as sources of assistance to you as a school principal?

1 2 3 4 5

very good very poor

- Superintendent/Assistant Superintendent ☐
- Guidance Counsellor ☐
- Program Co-ordinators ☐
- Educational Therapists ☐
- Speech Pathologists ☐
- Itinerant Teachers ☐
- Other Teachers ☐
- Parents ☐

Others (specify) _____

_____

_____

_____

23. You are encouraged to outline on additional papers what you consider to be the most serious problems facing you and your staff in your present teaching positions. This should reflect the opinions of all teachers and may deal with issues already addressed in other sections of the questionnaire or may contain comments which have not been dealt with previously but which you believe need to be made.

Appendix C

STUDENT ATTITUDE QUESTIONNAIRE

Small School Project Questionnaire for Students

This is not a test. There are no right or wrong answers. The main thing is that you answer as honestly and as truthfully as possible. Since we do not want to identify any of the individuals who answer these questions we do not want your name on any part of the questionnaire.

Thank you for your co-operation.

---

1. Name and address of your school _____

   _____

   _____

2. Circle your grade level 7 8 9 10 11 12

3. Indicate by circling whether you are a boy or a girl.

4. Is there a student council in your school? yes ☐ no ☐

5. Are there any school organizations or clubs (for example, drama club, Allied Youth, Junior Red Cross) in your school?

   yes ☐ no ☐

6. Circle the best answer to each of the following questions:

(a) How often do you talk to teachers about the amount of studying you are required to do?

Often Sometimes Seldom Never

(b) How often do you talk to teachers about the amount of homework you are expected to do?

Often Sometimes Seldom Never

(c) How often do you talk to teachers about activities other than class work?

Often Sometimes Seldom Never

(d) How often do you talk to teachers about school rules?

Often Sometimes Seldom Never

(e) How often do you talk to teachers about your future?

Often Sometimes Seldom Never

(f) How often do you talk to teachers about the way things are organized in your school?

Often Sometimes Seldom Never

(g) How often do you discuss things with a teacher outside of regular class hours?

Often Sometimes Seldom Never

(h) How often do you ask a teacher for help in the classroom?

Often Sometimes Seldom Never

(i) How often do you volunteer to help a teacher to carry out certain tasks in the school?

Often Sometimes Seldom Never

(j) How often do you refuse to co-operate with a teacher?

Often Sometimes Seldom Never

(k) How often do you wish your school days were over?

Often Sometimes Seldom Never

(l) How often do you wish you were going to University?

Often Sometimes Seldom Never

(m) How often do you wish you were going to Trade School?

Often Sometimes Seldom Never

(n) How often do you wish you were working full-time?

Often Sometimes Seldom Never

(o) How often do teachers trust you to work on your own?

Often Sometimes Seldom Never

(p) How often do teachers show they understand how you feel?

Often Sometimes Seldom Never

(q) How often do teachers encourage you to talk and express your ideas?

Often Sometimes Seldom Never

(r) How often do teachers encourage you to become involved in school activities other than class work?

Often Sometimes Seldom Never

(s) How often do teachers encourage co-operation among students?

Often Sometimes Seldom Never

(t) How often do teachers encourage co-operation between students and teachers?

Often Sometimes Seldom Never

7. Circle whether you agree or disagree with each of the following. When answering this question think of your whole school life. Remember there are no right or wrong answers.

(a) I enjoy learning new things.

Agree Disagree

(b) I will be sorry to leave school.

Agree Disagree

(c) School helps one to see what is right and wrong.

Agree Disagree

(d) I respect most of the teachers in this school.

Agree Disagree

(e) School is usually interesting.

Agree Disagree

(f) I usually enjoy school.

Agree Disagree

(g) The main reason for working hard in school is to get a good job.

Agree Disagree

(h) Teachers should set a good example.

Agree Disagree

(i) The school's job is to get us through the exams.

Agree Disagree

(j) There is no one to take your problems to in this school.

Agree Disagree

(k) What we learn in school helps us to get along with people.

Agree Disagree

(l) Most of what we do in school is useful.

Agree Disagree

(m) I really want to learn while I am in school.

Agree Disagree

(n) Most of what we do in school is a waste of time.

Agree Disagree

(o) Getting good marks is one of the most important things to me in school.

Agree Disagree

(p) I am going to quit school just as soon as I am old enough.

Agree Disagree

(q) Having good friends is one of the most important things to me in school.

Agree Disagree

(r) I am concerned about what my teachers think about me.

Agree Disagree

(s) I am going to quit school when I can get a full-time job.

Agree Disagree

(t) Passing exams is the way to get ahead in society.

Agree Disagree

(u) School is just something to help pass the time away until we become adults.

Agree Disagree

(v) School may be good for some people, but it is not good for everyone.

Agree Disagree

(w) My parents want me to do well in school.

Agree Disagree

8. Have you failed a grade since you started school?

yes ☐ no ☐

9. If yes to question 8,
   (a) What grade(s) did you fail? _____
   (b) Did you repeat the grade(s)? yes ☐ no ☐

10. Whether or not you failed a grade, have you failed any subject at the end of a school year since you started school?

yes ☐ no ☐

11. If yes to question 10
   (a) What subject(s) did you fail? _____
   (b) What subject(s) did you repeat? _____

The next few questions deal with your parents' education. Please answer them if you can.

12. Circle approximate grade levels completed by your father.

Grades 1-6 Grades 7-8 Grades 9-11

13. Circle approximate grade levels completed by your mother.

Grades 1-6 Grades 7-8 Grades 9-11

14. Indicate by circling if your Mother and/or Father attended other schools.

Mother	*Father*
Vocational School	Vocational School
Fisheries College	Fisheries College
Nursing School	Nursing School
College of Trades and Technology	College of Trades and Technology
University	University
Other	Other
Don't know	Don't know

15. Obviously these questions cover only a small part of your experiences in the school. Please outline, on the back of this page, other things about your experiences in the school which concern you.

Appendix D

REQUEST FOR BRIEFS

Department of Curriculum and Instruction

April 9, 1986

Dear

Discussions have started on the Small Schools Project recently announced by the Minister of Education and, after consultation with the Advisory Panel, we have decided to initiate two aspects of the study.

One concerns a questionnaire to be mailed to all teachers and principals of the 161 schools identified under Section 6 of the Schools Act, Teachers' Salaries (1979). This questionnaire should be ready for mailing during the third week in April. We hope to be able to develop a good profile of these 'small' schools and identify a number of problems associated with the work of the teachers as a result of these questionnaires. The second aspect concerns an invitation for suggestions and recommendations from agencies with a direct involvement or strong interest in education. We would, therefore, appreciate hearing from you if you have any suggestions which you would like to share with us, and we would appreciate receiving this not later than May 15th.

The results of the questionnaires and a summary of submissions will form part of the Report of the Small Schools Project.

We look forward to discussing any significant developments with you from time to time and we are optimistic that with co-operation and assistance we can make some contribution to the education of students who attend our smaller schools.

Yours sincerely

Frank Riggs
Project Director

Appendix E

LIST OF SUBMISSIONS

Bay D'Espoir Integrated School Board
Bonavista-Trinity-Placentia Integrated School Board
Bud Davidge, Assistant Superintendent,
Bay D'Espoir Integrated School Board
Catholic Education Council
Conception Bay Centre Roman Catholic School Board
Conception Bay North Roman Catholid School Board
Deer Lake Integrated School Board
Division of Instruction, Department of Education
Dr. C.K. Brown, Direction of Instruction,
Department of Education
Dr. L.D. Karagianis, Dean, Faculty of Education,
Memorial University of Newfoundland
Educational Media Leadership Group
Green Bay Integrated School District,
Kevin Bell, Principal, Lake Melville School, Northwest River
Local Education Committee, Gander Bay
Labrador East Integrated School Board
Newfoundland and Labrador Association of
Superintendents of Education
Newfoundland Labrador Federation of Home & School
Parent-Teacher Association
Pentecostal Assemblies Board of Education
Placentia-St. Mary's Roman Catholic School Board
Port aux Basques Integrated School Board
Robert Simms, Labrador East Integrated School Board
Roman Catholic School Board, Burin Peninsula
Strait of Belle Isle Integrated School Board
Terra Nova Integrated School Board
Vinland Integrated School Board, St. Anthony
Wayne Manuel, Burlington, Newfoundland

Appendix F

LIST OF BACKGROUND REPORTS

Martin, W.B.W. and W.H. Spain, *A Comparative Analysis of Student Views on Schooling: A Question of School Size*, Background Report No. 2.

Riggs, F.T., *Small Schools Survey*, Background Report No. 1.

Riggs, F.T., *Summary of Submissions*, Background Report No. 3.